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LIBRARY SERVICE IN THE ILLINOIS PORTION OF THE ST. LOUIS  
METROPOLITAN AREA. RESEARCH SERIES NO. 7.

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DESCRIPTORS- #LIBRARY SERVICES, #PUBLIC LIBRARIES, #URBAN  
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DEMONSTRATION PROGRAMS, EVALUATION, LIBRARY FACILITIES, STATE  
FEDERAL AID, ILLINOIS, MADISON COUNTY, ST. CLAIR COUNTY, ST.  
LOUIS,

OBJECTIVES OF THE STUDY WERE TO DESCRIBE THE PRESENT  
ROLE OF PUBLIC LIBRARIES IN MADISON AND ST. CLAIR COUNTIES,  
TO DETERMINE LIBRARY DEVELOPMENT NEEDS IN THESE METROPOLITAN  
COMMUNITIES, AND TO ASSESS THEIR LIBRARY FACILITIES IN  
RELATION TO LIBRARY STANDARDS. DATA FOR THIS STUDY WAS  
COLLECTED FROM CENSUS REPORTS, UNIVERSITY FACULTY, ANNUAL  
LIBRARY REPORTS, MAIL QUESTIONNAIRES, INTERVIEWS, AND  
OBSERVATION. THE PROBLEMS CONFRONTING ALL URBAN LIBRARIES ARE  
APPARENT HERE. CHANGING POPULATION, AN URBAN CORE OF LOW  
INCOME GROUPS, AND EDUCATIONAL IMPROVEMENTS HAVE CREATED  
PRESSURES ON THESE LIBRARIES, FORCING THEM TO MAKE CERTAIN  
CHANGES IN TRADITIONAL LIBRARY SERVICE. HOWEVER, LIBRARY  
DEVELOPMENT IN THESE COUNTIES HAS NOT KEPT PACE WITH MANY  
OTHER URBAN AREAS. RECOMMENDATIONS EMPHASIZE MEETING URBAN  
LIBRARY PROBLEMS AND ACHIEVING MINIMUM A.L.A. STANDARDS.  
SPECIFICALLY, (1) ELEMENTARY SCHOOL LIBRARY SERVICE MUST BE  
EXPANDED, (2) LIBRARY SYSTEMS SHOULD BE FORMED, (3) LIBRARY  
SUPPORT IN INDIVIDUAL COMMUNITIES MUST BE STRENGTHENED WITH  
THE AID OF INCREASED TAXES AND FEDERAL AND STATE FUNDS, (4) A  
PROPOSAL FOR A LIBRARY DEMONSTRATION PROGRAM IN EAST ST.  
LOUIS SHOULD BE DEVELOPED, (5) RECIPROCAL USE OF LIBRARIES  
THROUGHOUT THE GREATER ST. LOUIS AREA SHOULD BE EXPLORED, AND  
(6) MINIMUM EDUCATIONAL QUALIFICATIONS FOR LIBRARIANS SHOULD  
BE ESTABLISHED. APPENDIXES INCLUDE A BIBLIOGRAPHY OF 24 ITEMS  
AND THE QUESTIONNAIRES USED. (JB)

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**Library Service**  
**in the Illinois Portion**  
**of the St. Louis**  
**Metropolitan Area**

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Research Series No. 7

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ST. LOUIS METROPOLITAN AREA

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University of Illinois

The study reported here was done at the Library Research Center,  
University of Illinois, through a grant from the Illinois State  
Library.

Paul Powell  
Secretary of State  
and State Librarian

Illinois State Library  
Springfield, Illinois  
February, 1966

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Charles Bunge, Donald Hendricks, Marie Long, and Barbara Slanker, research associates, all contributed to the study by making preliminary preparations, developing materials and checklists for the library visits, and by giving two days of their time to visit the libraries and interview librarians in the two counties. Pearl Gondrella was also on one of the interviewing teams, and she has provided general research assistance. Marie Long contributed editorial advice, and La Verne Caroline supplied the essential secretarial assistance.

(Mrs.) Anita R. Schiller  
February 15, 1966

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## I. THE METROPOLITAN AREA AND THE STUDY

The St. Louis metropolitan area is a major industrial, transportation, commercial, and residential complex of over two million persons (see Table 1). Divided into east and west sectors by the Mississippi River, the Standard Metropolitan Statistical Area (as defined by the 1960 Census) comprises the city of St. Louis; St. Charles, St. Louis, and Jefferson counties in Missouri; and Madison and St. Clair counties in Illinois. These two Illinois counties together constitute approximately 25 percent of the population and 45 percent of the land area of the St. Louis metropolitan region.

TABLE 1

### POPULATION AND LAND AREA, ST. LOUIS STANDARD METROPOLITAN STATISTICAL AREA<sup>a</sup>

Area	Land Area Sq. Miles	1960 Popu- lation	1965 Popula- tion (est.)
Total SMSA	3,187	2,060,103	2,247,000
St. Louis City, Mo.	61	750,026	710,000
Jefferson Co., Mo.	667	66,377	81,000
St. Charles Co., Mo.	561	52,970	69,000
St. Louis Co., Mo.	497	703,532	820,000
Madison Co., Ill.	731	224,689	244,000
St. Clair Co., Ill.	670	262,509	274,000

<sup>a</sup>Source: U.S. Census of Population: 1960, and Rand McNally Commercial Atlas, 1965.



### The Economy and Growth

Between 1950 and 1960 the population of Madison and St. Clair counties increased by approximately 25 percent. Currently a still higher growth rate is anticipated, and an additional 160,000 population is projected for the bi-county area by 1970.<sup>1</sup> The rich economic resources of the Illinois sector include large sections of prime industrial land, extensive rail, highway, and river transportation facilities, low cost electrical power, and excellent raw materials and water supply. Transportation and diversified industry are major economic activities, and considerable growth has been forecast for the next two decades.<sup>2</sup>

The major industrial activity in both counties is clustered along the Mississippi River, and "company towns," which offer workers housing, are occasionally located nearby. The industrial sections of Madison County include Granite City-Madison-Venice, a tri-city area of heavy manufacturing and steel production where the U. S. Corps of Engineers and the Bi-State Port Authority are also located; Alton, the county's major retail center as well as the location of some of the area's large industrial employers such as Owens-Illinois Glass, Alton Box Board and Paper, and American Smelting and Refining; and the East Alton-Wood River area where the Standard Oil and Shell refineries are situated. The labor force is highly organized, and historically, as well as more recently, the area

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<sup>1</sup>Jane Schusky, Population Projections--1970; Madison and St. Clair Counties, Illinois (Edwardsville, Illinois: Public Administration and Metropolitan Affairs Program, Southern Illinois University, 1965), p. 16. [Other estimates of population growth are considerably higher and some studies place the bi-county population at almost one million persons by 1980.]

<sup>2</sup>H. W. Lochner and Co., Engineers, Madison-St. Clair Counties Metropolitan Area Study, V.1: A Study of Street and Highway Needs (Chicago: H. W. Lochner and Co., 1964), Chart II.

has been the scene of industrial strife. Edwardsville, the county seat and the oldest community in Madison County, is now chiefly residential, and here, as in Collinsville to the south, live many residents who gain their livelihood in other sections of the St. Louis metropolitan region.

In St. Clair County, East St. Louis--the largest city on the east side--is heavily industrialized, with a great variety of manufacturing plants, railroad equipment firms, grain mills, railroad yards, and stockyards. Belleville, the county seat of St. Clair County and its second largest city, is primarily residential, but is known for the manufacture of shoes, stoves, stencil machines, and beer. Scott Air Force Base, a short distance away, has brought increased business activity to the neighboring localities.

Scattered in small communities, often just outside the city limits or in new subdivisions within the incorporated areas, live many young families who have moved from St. Louis to the growing suburban Illinois communities within the metropolitan region. The population in both counties tends to be concentrated in and around the cities in the western and central portions. The four largest cities alone account for two-fifths of the entire bi-county population. The eastern sections are still primarily rural, and although a comparatively small number of people (16,000 in the two counties) live on farms, substantial areas are devoted to agricultural use.

An extensive highway network links the East Side to the metropolitan center, and St. Louis is easily accessible from the neighboring commercial, residential, and suburban communities in Illinois. Twenty-five thousand residents of Madison and St. Clair counties commute to work in the central city, and over 3,000 persons from St. Louis work in the two Illinois

counties.<sup>3</sup> The Bi-State Transportation Agency provides thru-city bus service from the major East Side cities, and a recent check of bridge crossings showed a total daily count of 120,000 vehicles.<sup>4</sup> Just as the East Side residential communities have attracted some families from west of the river, the employment, shopping, and cultural facilities of St. Louis continue to draw people to the Missouri side from the Illinois counties.

Residential expansion projected for the area during the next two decades is based on predicted economic development, proximity to industrial employment centers, accessibility of downtown St. Louis (more readily reached from portions of the East Side than from many Missouri suburbs), and the recent opening of the Edwardsville campus of Southern Illinois University where an estimated 18,000 students are expected to be enrolled by 1973. This important facility will serve as an educational, research, and cultural center for the area, where no such large scale installation has existed before.

#### Poverty in the Area

In contrast to the natural and industrial wealth of the region, large numbers of persons live in substandard conditions. In East St. Louis, where one-third of St. Clair County's population lives, these conditions are widespread. Poverty and educational deprivation are particularly severe among the largely segregated Negro population of over 60,000 in the two counties. In Belleville, Granite City, East Alton, Wood River, and Cahokia, there are only a few Negro families, while in East St. Louis, Centreville, and Venice, close to 50 percent or more of the population is non-white. In St. Clair County non-whites constitute almost 20 percent and in Madison

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<sup>3</sup>U. S. Bureau of the Census, U. S. Census of Population: 1960, Subject Reports, Journey to Work, Final Report PC (2)-6B (Washington, D. C.: U. S. Government Printing Office, 1963), p. 102.

<sup>4</sup>H. W. Lochner and Co., Op. Cit., p. 60.

County over 5 percent of the population, but on the industrial East Side many persons, both Negro and white, are underprivileged.

St. Clair and Madison counties are the fourth and fifth ranking counties in Illinois by population, but they take second and third place respectively for the total number of low income families, unemployed persons, high school dropouts, and persons who have not completed elementary school.<sup>5</sup> Educational attainment in the two counties is lower than the national level. Tables 2 and 3 contain basic social and economic data for all urban places of 2,500 or more in the bi-county area, and Table 4 shows the median educational level in the two counties compared to the region, the state, and the nation.

#### Genesis of the Study

The area is far more heterogeneous than a brief description can convey, and wide disparities of income, occupational status, and educational levels exist between one community and another. Within this diverse metropolitan environment, the area's human resources deserve attention. The availability of adequate library service to all is an important concern. Metropolitan area library service has recently become a subject of particular importance to librarians and others who are interested in public library development. Their primary concerns are to improve library service in those places where most of the population now lives and to develop library programs in accordance with changing metropolitan library needs and demands.

The present study of libraries in Madison and St. Clair counties originated as part of a cooperative venture by library

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<sup>5</sup>Basic Systems, Inc., A Demographic Analysis of Poverty in the State of Illinois (New York: Basic Systems, Inc., and Illinois Office of Opportunity, 1965), p. 146.



TABLE 2

POPULATION CHARACTERISTICS FOR URBAN PLACES  
OF 2,500 OR MORE, 1960<sup>a</sup>

Place	1960 Popu- lation	% In- crease 1959-60	% Non- white	% Under 18 Yrs.	Med. Yrs. <sup>b</sup> Sch.	% With 4 Yrs. H.S. or More <sup>b</sup>
<u>Madison County</u>	224,689	23.2	5.4	36.4	9.4	34.5
Alton	43,047	32.2	11.6	34.0	10.2	38.7
Granite City	40,073	32.2	0.2	37.1	9.4	33.6
Collinsville	14,217	19.9	2.3	33.3	9.8	36.3
Wood River	11,694	14.8	0.1	34.9	10.6	41.4
Edwardsville	9,996	13.9	4.5	33.2	11.2	46.3
East Alton	7,630	4.7	--- <sup>c</sup>	34.7	9.6	33.2
Madison	6,861	-13.8	12.5	34.8	8.4	18.7
Venice	5,380	-13.6	55.6	43.2	8.4	18.3
Highland	4,943	15.4	--- <sup>c</sup>	31.1	8.9	32.1
Rosewood Heights <sup>d</sup>	4,572	149.0	--- <sup>c</sup>	39.3	12.0	51.5
Cottage Hills <sup>d</sup>	3,976	18.4	--- <sup>c</sup>	41.6	9.2	33.8
Bethalto	3,235	53.0	--- <sup>c</sup>	38.4	9.2	34.0
Fairmont City	2,688	17.7	0.1	37.1	8.5	14.9
<u>St. Clair Co.</u>	262,509	27.4	18.3	37.7	9.1	30.4
East St. Louis	81,712	-0.7	44.6	37.3	8.7	23.2
Belleville	37,264	13.9	0.6	32.0	9.8	34.6
Cahokia	15,829	over 1000%	0.4	45.8	10.3	35.9
Centreville	12,769	--- <sup>e</sup>	55.9	43.8	8.6	20.1
Washington Park	6,601	13.0	0.1	36.8	8.8	22.1
O'Fallon	4,018	33.0	0.1	35.0	10.8	43.0
Mascoutah	3,625	20.5	0.3	34.8	9.3	31.7
Alorton	3,282	28.9	17.8	42.2	8.6	17.4
Swansea	3,018	66.2	0.8	33.5	9.3	31.0
Dupo	2,937	31.2	--- <sup>c</sup>	34.5	8.8	29.3
Lebanon	2,863	18.5	14.4	35.3	11.4	47.3

<sup>a</sup>Source: U. S. Census of Population: 1960. Illinois.  
General Social and Economic Characteristics.

<sup>b</sup>Persons 25 or over.

<sup>c</sup>Less than .1%.

<sup>d</sup>Unincorporated places.

<sup>e</sup>Data for 1950 not available.

TABLE 3

ECONOMIC CHARACTERISTICS FOR URBAN PLACES  
OF 2,500 OR MORE, 1960<sup>a</sup>

Place	1960 Popula- tion	Family Income			% Males Prof., Tech. & Kindred
		Median Family Income	% With \$3,000 or Less	% With \$10,000 or More	
<u>Madison County</u>	224,689	6,348	14.0	15.1	8.1
Alton	43,047	6,453	14.2	16.9	10.0
Granite City	40,073	6,743	11.0	18.0	7.2
Collinsville	14,217	6,307	12.9	14.1	9.5
Wood River	11,694	6,826	9.4	16.3	11.7
Edwardsville	9,996	6,572	12.7	19.0	12.6
East Alton	7,630	6,321	10.1	15.4	6.7
Madison	6,861	5,563	22.5	14.9	5.2
Venice	5,380	4,585	32.7	8.0	3.1
Highland	4,943	5,634	18.5	10.2	9.7
Rosewood Hts. <sup>b</sup>	4,572	7,010	7.6	19.8	11.2
Cottage Hills <sup>b</sup>	3,976	6,614	10.1	13.7	5.8
Bethalto	3,235	6,754	8.7	12.9	9.3
Fairmont City	2,688	5,676	15.4	13.9	4.2
<u>St. Clair County</u>	262,509	5,840	18.7	12.6	7.3
East St. Louis	81,712	4,842	30.0	9.1	5.1
Belleville	37,264	6,440	13.0	17.3	12.2
Cahokia	15,829	6,437	5.3	11.5	5.6
Centreville	12,769	4,882	28.5	7.3	5.3
Washington Park	6,601	6,223	9.7	11.6	3.4
O'Fallon	4,018	6,521	13.0	20.0	11.8
Mascoutah	3,625	5,434	23.4	7.7	8.9
Alorton	3,282	5,327	20.6	4.5	1.4
Swansea	3,018	6,709	11.4	15.6	9.1
Dupo	2,937	6,602	7.7	13.1	8.5
Lebanon	2,863	5,935	18.2	22.3	14.7

<sup>a</sup>Source: U. S. Census of Population: 1960. Illinois.  
General Social and Economic Characteristics.

<sup>b</sup>Unincorporated places.

TABLE 4

MEDIAN NUMBER OF SCHOOL YEARS COMPLETED FOR  
PERSONS 25 YEARS OLD AND OLDER IN 1960<sup>a</sup>

Census Unit	Median Number School Years Completed
United States	10.6
Illinois	10.5
St. Louis SMSA	9.6
Madison County	9.4
St. Clair County	9.1

<sup>a</sup>Source: U. S. Census of Population and Housing: 1960.  
Census Tracts. St. Louis, Mo.-Ill., SMSA, Table P-1.

agencies in Missouri and Illinois to study library resources and services in the St. Louis Metropolitan Area. Community Studies, Inc., a non-profit research organization located in Kansas City, Missouri, was engaged by the Missouri State Library to conduct a study of metropolitan library service in St. Louis and in Kansas City, Missouri. Since a considerable portion of the St. Louis metropolitan area is located in Illinois, the Library Research Center was invited to participate in the study. The first joint discussions of the study took place in December, 1964, and cooperative plans were later developed through correspondence and meetings between Community Studies, Inc. and the Library Research Center. Some data on the Illinois portion of the St. Louis Metropolitan Area will be included in the report to be published by Community Studies, Inc. Much of the material collected by the Library Research Center, however, is of special interest to Illinois and is included only in the present report.

### Methods of the Study

The collection of certain data was designed to provide comparable information for both the Missouri and the Illinois parts of the area. However, library development in Illinois has been quite different from that in Missouri, and the libraries in each state are responsible to separate administrative agencies. Also, Madison and St. Clair counties constitute a distinct area with its own special characteristics within the metropolitan region. For these reasons, the two studies have been pursued independently of one another although mutual contact has been maintained throughout. The objectives of the study in Madison and St. Clair counties were to describe the present role of the public library in the metropolitan community, to determine the special needs for library development in terms of this community, and to assess library facilities in terms of existing library standards.

In order to meet these objectives, the basic data for the study were developed from a number of sources. The U. S. Census of Population: 1960 is the basic source of information on population characteristics. Other information about the area was obtained through Professor Seymour Mann, Director of the Public Administration and Metropolitan Affairs Program at Southern Illinois University, Edwardsville, and other members of the Program staff, who supplied various descriptive materials about Madison and St. Clair counties. The population projections for 1965 which are used in the study were also obtained from this source. Southern Illinois University, Edwardsville, and the Southwestern Illinois Metropolitan Area Planning Commission were visited during the course of the study.

The main body of information, that about the public libraries in the area, was obtained from annual reports, mail questionnaires, interviews, and observation. Annual reports



for 1963-64 and 1964-65, filed by each library with the Illinois State Library, were made available to the Library Research Center. A mail questionnaire (see Appendix I) designed to elicit information about Madison and St. Clair libraries, which would be comparable to that obtained by Community Studies, Inc. for the Missouri area, was sent to all the libraries in the two counties on September 10, 1965. Returns were received from all of the 19 operating libraries, as well as from one library which is not yet providing service. With this information in hand, the American Library Association's publications Public Library Service: A Guide to Evaluation with Minimum Standards (1956); Interim Standards for Small Public Libraries (1962); Costs of Public Library Service, 1963; and the National Inventory of Library Needs (1965) were the standards used to determine the adequacy of public library resources and services in the two counties.

On September 30 and October 1, 1965, six members of the staff of the Library Research Center visited all the libraries in the area, with the exception of Highland. An interview guide was designed to provide a profile of each library and a description of its role in the community, interlibrary use, and attitudes of librarians toward library cooperation. Two checklists outlined additional information on physical facilities and on minimum reference collections, and complete returns are based on visits to 17 libraries. A third checklist of library holdings in an area of current national interest was used in the four largest libraries only. The interview schedules and checklists used are included in Appendix II.

In Hartford, where the library is not yet in operation, the head of the board of trustees was interviewed, and the association libraries in Bethalto and Troy were also visited. For the purpose of this study, any library which receives public financial support is considered a public library,

regardless of whether this support derives from a library tax rate or from general municipal funds. The association libraries in Bethalto and Troy, however, which receive no public financial support, are excluded from the discussion.

Supplementary information about school, academic, and special libraries in the area was obtained by various means. Replies to a questionnaire (see Appendix III), mailed to each school district superintendent in Madison and St. Clair counties in February, 1965, supplied brief data on the level of elementary, jr. high, and senior high school library resources; response was almost 100 percent. Standard published sources provided most of the information which appears in the appended "Directory of Special Libraries and Collections in Madison and St. Clair Counties" (see Appendix IV). Discussions with John Abbott, Head Librarian, Southern Illinois University, Edwardsville, provided additional information about this library.

## II. MAKING PUBLIC LIBRARY SERVICE AVAILABLE

Public libraries in Madison and St. Clair counties are supported by each of the four largest cities and by sixteen smaller municipalities, but 1965 population estimates indicate that over 83,000 persons in Madison County and more than 138,000 persons in St. Clair County are without library service (see Table 5). Within these two counties almost two out of

TABLE 5

### POPULATION OF LIBRARY JURISDICTIONS, 1960 AND 1965-- MADISON AND ST. CLAIR COUNTIES

Jurisdiction	Population 1960	Population 1965 <sup>a</sup> (Estimated)
<u>Under 5,000 population</u>		
New Athens <sup>b</sup> (SC)	1,923	2,172
Marissa <sup>b</sup> (and Old Marissa) <sup>c</sup> (SC)	1,939	1,990
Roxana <sup>d</sup> (M)	2,090	2,235
Hartford <sup>e</sup> (M)	2,355	2,569
Caseyville <sup>b</sup> (SC)	2,455	3,759
Lebanon <sup>b</sup> (SC)	2,863	3,131
Mascoutah (SC)	3,625	3,878
O'Fallon (SC)	4,018	4,696
<u>5,000-34,999 population</u>		
Highland (M)	4,943	5,450
Venice (M)	5,380	5,180
Madison (M)	6,861	6,607
East Alton (M)	7,630	7,892
Edwardsville (M)	9,996	10,826
Wood River (M)	11,694	12,674
Collinsville (M)	14,217	16,082
Cahokia <sup>d</sup> (SC)	15,829	17,915
<u>35,000-49,999 population</u>		
Belleville (SC)	37,264	41,412
Granite City (M)	40,073	47,927
Alton (M)	43,047	51,224

TABLE 5--continued

Jurisdiction	Population 1960	Population 1965 <sup>a</sup> (Estimated)
<u>50,000 or more population</u>		
East St. Louis (SC)	81,712	83,061
<u>Total population</u>		
Madison County	224,689	252,125
St. Clair County	<u>262,509</u>	<u>300,637</u>
Total	487,198	552,762
<u>Total population served</u>		
Madison County	148,286	168,693
St. Clair County	<u>151,628</u>	<u>162,014</u>
Total	299,914	330,707
<u>Total population unserved</u>		
Madison County	76,403	83,432
St. Clair County	<u>110,881</u>	<u>138,623</u>
Total	187,284	222,055

<sup>a</sup>Based on 1965 population estimates. These projections were developed by the Metropolitan Affairs Program, Southern Illinois University, Edwardsville, for the Southwest Illinois Metropolitan Area Plan Commission. Financing for this study derived from the Housing and Home Finance Agency under the provision of section 701 of the Housing Act of 1954, as amended. Because these 1965 figures were work figures rather than final adjusted estimates, they should be used with caution.

<sup>b</sup>Became tax supported library since 1959.

<sup>c</sup>Old Marissa has contract for service from Marissa.

<sup>d</sup>Supported by village council appropriations. Cahokia began operations in 1963.

<sup>e</sup>Library not yet in operation.

every five persons, a larger proportion of the population than that for the state of Illinois as a whole, live in communities where there are no public libraries and where no provision has generally been made for free access to neighboring library facilities.

### The Served and the Unserved

Here, as elsewhere throughout the state, the number of persons who do not have library service is increasing.<sup>6</sup> Unserved residents of Madison and St. Clair counties numbered 147,000 in 1950. In 1960 there were 187,000, and by 1965 the figure reached 220,000. Despite the diligent and often successful efforts of local citizens to provide public library service in previously unserved places, population growth has far outdistanced library expansion, and increased library activity by individual communities has not been directed toward an extension of service on an area-wide basis. With few exceptions, those persons who live outside the corporate limits of the served communities do not have free access to public libraries.

The population of Madison and St. Clair counties is most heavily concentrated in the urban district surrounding East St. Louis, Belleville, and Granite City and in the environs of Alton, and two-thirds of all those who are currently provided with library service live within these four municipalities. In Madison County there are libraries in all places of 5,000 persons or more, and most of them are located in the western and central portions of the County. The major part of the unserved population in both counties also resides within the urban area but is located outside the corporate limits of the served communities. None of the unincorporated municipalities, rural or urban, in the bi-county region, have provisions for

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<sup>6</sup>This trend has been noted for the state as a whole in Robert H. Rohlf, A Plan for Public Library Development in Illinois (Aurora, Illinois: Illinois Library Association, 1963), pp. 10-11. In the six-county suburban Chicago area, the number of persons without access to public libraries was also substantially greater in 1960 than in 1950, although the proportion of served to unserved population remained much as it had been. See Guy Garrison, "Public Library Growth in Suburban Chicago, 1950-1960," Illinois Libraries, 35 (January, 1965), pp. 79-89.



library service; Rosewood Heights (pop. 4,572) and Cottage Hills (pop. 3,976) are the largest of these numerous places.<sup>7</sup>

Library service is unavailable to most of the rural population scattered in small communities throughout the eastern sections of both counties. In Madison County the only residents east of Edwardsville who have free access to a public library are those who live within the service district of Highland's Louis Latzer Memorial Library. Several small rural communities in St. Clair County have public libraries, but here, as in Madison County, they are unavailable to others in the region without payment of a non-resident fee.

Seven incorporated municipalities of 2,500 persons or more have no public libraries, and one of these communities is relatively large. As Table 6 indicates, the educational level in these unserved places tends to be low. Centreville (pop. 12,679), the largest city in either county which does not maintain a public library, is predominantly Negro, and non-whites constitute a larger percentage of the total population (55.9 percent) than in any other sizable municipality within the region. Washington Park is a smaller residential community whose population of 6,601 is 99.9 percent white and is also without library service. In both of these cities, as well as in Dupon, Alorton, and Fairmont City, all located in the general area of East St. Louis, median school years completed is reported as 8.8 or less. Thus, a free public library is sometimes unavailable in just those places where its educational and community roles should be most important.

Since 1959, four small libraries in St. Clair County (Marissa, Lebanon, Caseyville, and New Athens) have established a library tax rate, and a new municipally supported library

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<sup>7</sup>Since 1965 population estimates are not available for every community in the two counties, these figures and the following population figures are all based on the U. S. Census of Population: 1960.

TABLE 6

EDUCATIONAL CHARACTERISTICS (1960) OF ALL INCORPORATED URBAN PLACES (2,500 OR MORE) WITH AND WITHOUT PUBLIC LIBRARIES<sup>a</sup>

Places With Public Libraries	Med. Yrs. Sch. for Persons 25 Yrs. or Over	Population (1960)	Places Without Public Libraries	Med. Yrs. Sch. for Persons 25 Yrs. or Over	Population (1960)
Lebanon (SC)	11.4	2,863	Swansea (SC)	9.3	3,018
Edwardsville (M)	11.2	9,996	Bethalto (M)	9.2	3,235
O'Fallon (SC)	10.8	4,018	Dupo (SC)	8.8	2,937
Wood River (M)	10.6	11,694	Washington Park (SC)	8.8	6,601
Cahokia (SC)	10.3	15,829	Gentreville (SC)	8.6	12,769
Alton (M)	10.2	43,047	Alorton (SC)	8.6	3,282
Collinsville (M)	9.8	14,217	Fairmont City (SC)	8.5	2,688
Belleville (SC)	9.8	37,264			
East Alton (M)	9.6	7,630			
Granite City (M)	9.4	40,073			
Mascoutah (SC)	9.3	3,625			
Highland (M)	8.9	4,943			
East St. Louis (SC)	8.7	81,712			
Madison (M)	8.4	6,861			
Venice (M)	8.4	5,380			

<sup>a</sup>Source: U. S. Census of Population: 1960. Illinois. General Social and Economic Characteristics.

was opened in Cahokia in 1963. In Madison County, Hartford (pop. 2,355) voted to establish a public library in 1963, and until the library building is completed and service can begin, Hartford residents will be reimbursed for the cost of library cards purchased

from neighboring libraries. In Bethalto (pop. 3,253) an association library has provided service to the public for some years, and another association library in Millstadt (pop. 1,830) is reported for the first time in the October, 1965, statistical issue of Illinois Libraries. Community-spirited citizens in Troy have recently organized an association library with the hope of achieving tax support. The need for library service is widely felt, and many small localities have begun to provide it.<sup>8</sup> Despite these local additions of library service, however, the major portion of the unserved population remains without access to public libraries.

#### Financing Local Libraries

Those public libraries which do serve the people of Madison and St. Clair counties are supported entirely by local funds. Library levies are comparable to those in many other Illinois communities, and in most cases library revenues for the present year (1965-1966) will be similar to or slightly above those for last year. Without a special referendum, the maximum permissible library tax levy in Illinois is 1.2 mills. Three of the small libraries in the bi-county area, including the two most recently established public libraries (in Hartford and New Athens), receive this maximum rate (see Table 7). Ten more municipalities including Alton, Granite City, East St. Louis, and Belleville, tax at the rate of .6 mills or above, which is considered a reasonable tax effort in Illinois, but seven other communities do not levy this minimum rate.

In Roxana and Cahokia, both supported by municipal appropriations, there is presently no library levy, and the total budget for the latter community of over 15,000 persons is just

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<sup>8</sup> Establishment of independent, small libraries has been characteristic of recent library development in Illinois, and few of these libraries are able to meet library standards. See John A. McCrossan, "The Alternatives: Inadequacy or Cooperation," Illinois Libraries, 47 (March, 1965), pp. 269-75, and his "Small Libraries and Library Standards," Illinois Libraries, 47 (November, 1965), pp. 876-86.



TABLE 7  
TAX RATE FOR 1964-65

Fiscal Year Ends	Jurisdiction	Mills		Years at Present Level	Rate is at Legal Maximum <sup>a</sup>
		Last Year	Present Year		
<u>Madison County</u>					
2-28	Alton	.729	.720	2	
4-30	Granite City	.648	.684	1	
4-30	Collinsville	.918	.918	2	
4-30	Wood River	.543	.543	2	
4-30	Edwardsville	.860	.990	na	
4-30	East Alton	.456	.424	1	
5-30	Madison	.730	na	na	
4-30	Venice	.557	na	na	
4-30	Highland	1.200	na	1	x
5-30	Hartford	1.200	1.200	3	x
4-30	Roxana	no tax levy			
<u>St. Clair County</u>					
12-31	East St. Louis	.800	.800	2	
4-30	Belleville	.862	.900	0	
4-30	Cahokia	no tax levy			
6-30	O'Fallon	.600	.600	na	
4-30	Mascoutah	.800	.850	10	
5-31	Lebanon	.557	.701	1	
4-30	Caseyville <sup>b</sup>	na	na	2	
4-30	Marissa	.600	.600	5	
5-31	New Athens	1.200	1.200	2	x

<sup>a</sup>The maximum library tax rate in Illinois is 1.2 mills without a referendum and 2.00 mills with voter approval.

<sup>b</sup>A tax rate of .6 mills was established in 1961 but the levy was not used and the library receives small appropriations from the village council.

over \$3,000. In Caseyville, where a tax rate of .6 mills was established in 1961, the levy has not been used, and although the village council allocates some funds to pay the library's expenses, the library operates without a regular annual budget.

Even in those places which tax at a reasonable rate, however, local revenues do not support a level of service consistent with national standards, and frequently tax levels show

little relationship to per capita library expenditures. Despite low levels of local income, there has been little effort to secure outside funds to assist in improving library service. With the exception of Hartford, where an application has been approved for Library Services and Construction Act funds to support the construction of a library building, no library in the study area has ever applied for state or federal funds, and no other library is currently applying for individual assistance. With the passage in 1965 of the Illinois Plan for Public Library Development, this picture may begin to change.

The American Library Association's Interim Standards for Small Public Libraries does not specify dollar standards for library expenditures, but tentative standards which were drawn up for the National Inventory of Library Needs supply basic minimum figures for total operating expenditures in libraries serving populations of varying sizes.<sup>9</sup> The minimum expenditure for even the smallest library is given as \$14,000, and for libraries serving 25,000-49,999 persons, the basic suggested minimum is \$127,000. No library in either of the two counties has total operating expenditures which even approach these amounts, and in most cases the figures suggested as standards are double or triple those actually found in the area libraries.

The following table (Table 8) shows per capita and total operating expenditures for each library in the two counties based on 1964-65 expenditures and 1965 estimated population. While the per capita figures vary from \$.18 to \$3.41, only three libraries in the region exceed the \$2.75 average per capita figure found for the Missouri portion of the Greater St. Louis Area,<sup>10</sup> and the latter figure is itself considerably

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<sup>9</sup> Henry T. Drennan, "The Public Library Service Gap," National Inventory of Library Needs (Chicago: American Library Association, 1965), pp. 39-44.

<sup>10</sup> Community Studies, Inc., Study of Public Library Services in the St. Louis and Kansas City, Missouri Metropolitan Areas. Data on Library Resources--Staff, Collection, Expenditures (Kansas City, Missouri: Community Studies, Inc., 1965). Mimeo.

TABLE 8

OPERATING EXPENDITURES--MADISON AND  
ST. CLAIR COUNTIES, 1964-65<sup>a</sup>

Jurisdiction	Operating Expendi- tures 1964-65	Expendi- tures Per Capita on 1960 Popu- lation Base	Expendi- tures Per Capita on 1965 Popu- lation Base
<u>Under 5,000 population</u>			
New Athens <sup>b</sup> (SC)	\$ 944.79	\$ .49	\$ .43
Marissa (SC)	4,954.24	2.56	2.49
Roxana (M)	7,628.84	3.65	3.41
Caseyville (SC)	na	na	na
Lebanon (SC)	2,397.64	.84	.77
Mascoutah (SC)	5,425.50	1.50	1.40
O'Fallon (SC)	9,551.54	2.38	2.03
<u>5,000-34,999 population</u>			
Highland (M)	15,428.53	3.12	2.83
Venice (M)	17,177.50	4.19	3.32
Madison (M)	11,414.43	1.66	1.73
East Alton (M)	20,719.65	2.72	2.63
Edwardsville (M)	24,722.89	2.47	2.28
Wood River (M)	28,281.98	2.42	2.23
Collinsville (M)	29,900.96	2.10	1.86
Cahokia (SC)	3,140.62	.20	.18
<u>35,000-49,999 population</u>			
Belleville (SC)	99,623.63	2.67	2.41
Granite City (M)	87,255.78	2.18	1.82
Alton (M)	88,258.29	2.05	1.72
<u>50,000 or more population</u>			
East St. Louis (SC)	74,261.20	.91	.89
Madison County Total	330,788.85	1.47	1.31
St. Clair County Total	200,299.16	.76	.67
Total	531,088.01	1.09	.96

<sup>a</sup>For the last fiscal year and excluding capital outlay for buildings, sites, and additions.

<sup>b</sup>Began operation March, 1965.

below minimum adequacy. Expenditures in the largest libraries in Madison and St. Clair counties are also below this level; in Belleville, Granite City, Alton, and East St. Louis, per capita operating expenditures are \$2.51, \$1.82, \$1.72, and \$.89 respectively. The countywide per capita expenditure, including the unserved population is \$1.31 in Madison County and \$.67 in St. Clair County. The \$2.75 per capita figure cited above for the metropolitan area west of the Mississippi is also based on the total population and indicates the wide discrepancy between library support in the Illinois and Missouri sectors of the St. Louis metropolitan area.

#### Library Board Members

In spite of inadequate financial support, area librarians report that the library is regarded as an important responsibility of city government in about half of the institutions in the study, but several indicated that this represents recent improvement. During the interviews that were held throughout the bi-county area, other librarians claimed that the city officials are "proud of what they have but do not take a keen interest in the library," or "they take a financial interest, but they don't use it as they should." One librarian declared, however, that "they don't give us the full tax levy," and in another library, supported by village council appropriations, the library budget was cut last year when municipal economies became necessary. Other librarians state that they receive all possible support from municipal government: "The City Fathers have denied us nothing."

The largest occupational groups represented on public library boards in Madison and St. Clair counties are housewives and educators, with 38 housewives and 36 educators among the 151 board members in the two counties. Professional people and members of the business community are also well represented; these two groups together comprise 61 board members. These,

plus five retired persons, two city council representatives, a railroad engineer, a farmer, a police chief, a machinist, a school lunchroom employee, and one employee each from a trucking line, a utility company, an oil company, and Scott Air Force Base are members of library boards in the two counties. In East St. Louis there are three recently appointed Negro trustees, and in two libraries in Madison County Negroes are represented on the governing boards. Men and women are about equally represented although there may be a preponderance of one or the other on any particular board.

On the whole, board members are considered by the librarians to be cooperative, but in one case the librarian reports that she is not kept informed of the board's plans, and in another the board members "don't take an interest in making it [the library] grow." Another librarian reports that "board members never come to the library, don't know what goes on there, but are generally a good board." Several boards are active, and generally librarians feel that the trustees are representative of their communities and are willing to stand behind the librarian. The information in the succeeding chapters indicates, however, that something more than passive cooperation from library boards and minimal financial support is essential for the improvement of library services to Madison and St. Clair county users.



### III. LIBRARY USERS AND SERVICES

Even for those thousands of potential library users in Madison and St. Clair counties to whom library service is legally available, services are exceedingly limited. Despite the large number of industrial firms in the area under consideration for instance, only three libraries report that they have special services for business and industry, and only one of these is a large library. Specific occupational, professional, labor, or minority groups within the communities are rarely cited as users of public library services, and the library seldom functions as an information center for municipal government or its officials. Libraries have been involved only marginally in the anti-poverty programs which are underway in several communities, and in East St. Louis, the area's largest city and the headquarters for St. Clair County's \$630,000 anti-poverty program, the library is not participating in any way.

Some of the types of services which are provided by the area libraries for their patrons are indicated in Table 9, which shows that only six libraries prepare lists of materials for organization meetings, assemble book collections for their use, or provide book talks by the library staff. Only one library holds other discussion programs, and only two provide films. Free materials, such as vocational pamphlets, are displayed in only five libraries, and almost half of the libraries do not even have bulletin boards on which to post items of current community interest.

Clearly, only a few adult services are commonly provided: assistance with club papers, talks, and the like, and reference help to meet the specific interests and needs

TABLE 9

TYPES OF SERVICES TO PATRONS, 1964-65

Service	Number of Libraries (of 19) Pro- viding a Service
1. Interpretation of the Library through:	
a. Displays in library	18
b. Displays outside library	9
c. Lists of materials distributed in library	9
d. Lists of materials for outside distribution	4
e. Lists of materials prepared for and distributed at organization meetings	6
f. Others	3
2. Reference Help	
a. School assignments	17
b. Club papers, talks, etc.	14
c. A/V information service	4
d. Specific interests or needs of adults	14
e. Others	3
3. Group Services	
a. Assembling book collections for school use	11
b. Assembling book collections for organization use	6
c. Story hours at the library	16
d. Visits by librarians to schools	9
e. Class visits to the library	17
f. Summer reading program	11
g. Puppet and dramatic activities	0
h. Book talks by library staff	6
i. Great Books program	3
j. Other discussion programs	1
k. Film programs	2
l. Record listening programs	1
m. Programs for adults regarding children's reading	4
n. Others	2

of adults. Adult groups which the public libraries provide with reference help, meeting rooms, and assistance of other kinds include women's clubs, church groups, garden clubs,

civic organizations, and senior citizens. A few libraries provide hospitals and nursing homes with book deposits. Much more common are services to children and youth. More libraries offer reference help with school assignments, give story hours, and provide for class visits to the library than offer any single adult service. More than half assemble book collections for school use, and more than half conduct summer reading programs for children. In fact, in Madison and St. Clair counties, children and young people are the public library's largest institutional users of library service.

The age group most served is reflected not only in the kinds of services offered, but also in the hours during which service is available. Most librarians make an effort to open the library daily during the afternoon hours when the schools are out and library business begins in earnest. Almost all of the libraries are open at least one evening a week, and many of the libraries in Madison County provide longer hours of service. In terms of ALA's Interim Standards for Small Public Libraries, all of the libraries meet or exceed the standard for number of hours, but this does not mean that the patrons of the smaller libraries will always find their libraries open for long hours of service or at convenient times. The children's chances of getting library service at convenient times are, however, better than those of the adults.

#### School Use of Public Libraries

Perhaps it is because they lack elementary school libraries that many communities have expected the public library to serve this function. The great majority of elementary schools in both counties have neither centralized library collections nor the library staff to make them available, and the significance of this for public libraries warrants elaboration. Excluding the Alton school district, where the provision of



library resources is at a high level,<sup>11</sup> only nine of the 74 other elementary schools in Madison County responding to the questionnaire on school library service had centralized libraries with at least a part-time librarian. In St. Clair County, of the 86 elementary schools responding, there were also only nine schools with such facilities.

In East St. Louis' school district no. 189, there are 29 public elementary schools with a total enrollment of over 13,000 pupils. In Granite City's school district no. 9 there are 14 elementary schools with a total enrollment of more than 7,000 pupils.<sup>12</sup> None of these schools have centralized libraries, and in each of these cities, the public library's bookmobile stops regularly at public and parochial schools. In East St. Louis and Granite City, bookmobile circulation is almost exclusively to the schools and accounts respectively for about one-third and one-half of each public library's total circulation. In Alton, the public library's bookmobile serves primarily the parochial schools. Five libraries in the area provide long-term school deposits to elementary schools, and two libraries supply them with supplementary sets of texts. In several communities inadequate elementary school library facilities have been the impetus for establishing new public libraries. In a few cases, elementary school children apparently outnumber all other library users combined.

All the high schools and most of the junior high schools in the two counties have centralized libraries. Most of them have full-time librarians, but there is wide variation in resources. Many collections, particularly in the junior high schools, are still small and inadequate. For this as well as other reasons, students make extensive use of public library collections.

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<sup>11</sup>With 85,000 volumes in the school district, this collection is physically larger than that of any public library in the area, where the largest collection contains 78,000 volumes.

<sup>12</sup>Directory of Illinois Schools, 1964-65 (Springfield, Illinois: Office of the Superintendent of Public Instruction, 1965), pp. 105-107, 136-137.

On the whole, most of the librarians interviewed did not deplore the absence or limitations of school library facilities. In fact, discussing the role of the public library in their communities, many librarians expressed the view that the library's role is primarily educational, and to them this generally implies that young people have the most to gain from public library use. The following are typical replies by public librarians to a question about the role of the library in their communities:

The library should serve the community--offer strong cooperation to the schools--work toward cultural uplift.

For the young people, though needs of adults shouldn't be neglected. Get the young people interested in books and reading--keep them off the streets.

Service to the community--helping, learning, service--since a great percentage of children come from homes where there is no reading, the place to begin is with the children.

It's my idea to get as many of these kids as possible and get them interested in reading as early as possible--keep them from becoming delinquent.

Education--especially high school students--strong reference service.

Community reference and information center for children.

There is generally close cooperation between schools and public libraries (see Table 10). Frequently, however, much of this cooperation exists because schools are turning to the public library for basic, rather than supplementary, resources.

#### Use by College Students

The number of students attending college in Madison and St. Clair counties has increased greatly in recent years, and

TABLE 10  
PUBLIC LIBRARY SERVICES TO SCHOOLS, 1964-65

	Number of Libraries (of 19) Providing a Service					
	Public Schools			Private & Parochial Schools		
	Elemen- tary	Jr. High School	High School	Elemen- tary	Jr. High School	High School
Bookmobile stops at schools	2	1		3	1	
Supplementary sets of textbooks	2		1	1		
Long-term school deposits	5	3	1	4	1	1
Short-term classroom loans	12	6	3	7	2	2
A reserve shelf for students	4	3	7	2	1	2
Special loans to teachers	13	8	5	11	2	2
Consultation of teachers' reading lists in drawing up purchase orders	10	10	12	5	2	3
Others	3	1		1		

their numbers will continue to grow. Until recently, Belleville Junior College (now constructing new facilities), Monticello College (a college for women), and McKendree College (a denominational

school) served a total enrollment of less than 3,500 students in the two counties. Parks College of Aeronautical Technology, a branch of St. Louis University located in East St. Louis, was the only other higher educational facility. With the opening of the Edwardsville campus of Southern Illinois University in the fall of 1965, preceded by the establishment of centers at Alton and East St. Louis, several thousand more young people have been provided for the first time with an opportunity to attend college.

Tuition fees at Southern Illinois University are low, but many of the students must hold jobs to meet expenses. Many students from the two counties who attend higher educational institutions in St. Louis also work. Since place of employment, place of residence, and location of school may be in widely separated sections of the metropolitan area, working college students tend to use those libraries which are most convenient, wherever they may be located. Despite the extensive library resources at Southern Illinois University, which already surpass those of any other library in the Illinois portion of the region, students will continue to use public libraries where they live and work. Currently, for example, Southern Illinois University students enrolled in an elementary education course borrow assigned children's books from the Venice Public Library. Other students who live or work in Granite City use that library in connection with their studies, and many students use the strong and centrally-located collections of the St. Louis Public Library. Of all the community changes within the past few years noted by librarians throughout the study area, the impact of new facilities at Southern Illinois University was considered most important.

#### IV. RESOURCES OF SPACE, STAFF, AND MATERIALS

The services to users discussed in the preceding chapter are delimited in the St. Louis area, as elsewhere, largely by the library resources available. The resources of space, of staff, and of materials available to and in the libraries work together to make certain services not only desirable but feasible. In Madison and St. Clair counties, lack of one or another of these ingredients makes many services all but impossible.

##### Physical Facilities

In Madison County, all but two of the libraries are housed in independent library buildings, but in St. Clair County six of the nine libraries do not occupy independent quarters. Almost all the library facilities, whether shared or not, are located near shopping areas and major intersections and are prominently identified. Although only one-third of the library installations are relatively new, almost all are well kept though lighting is sometimes poor. One of the larger libraries has occupied its present quarters since the building was first opened in 1891, and this library, as well as four smaller ones, has no public rest rooms. In one small library, there is no running water within the library quarters. The majority of the libraries have no multi-purpose rooms to provide facilities for public meetings, and this is a considerable handicap to the development of some community services.

The need for more space is acute in several places, and although the amount of available seating capacity frequently meets the ALA's Interim Standards for Small Public Libraries, the total floor space is often inadequate. Interviews with librarians throughout the area indicate that this is a problem



of particular concern to many of them. Belleville is the only library in the area which operates a branch facility, and Alton, East St. Louis, and Granite City each maintain a book-mobile. Table 11 shows that seven of the area libraries have undertaken major improvements within the past ten years and that five libraries are currently planning capital improvements.

### Staff

There are 65 persons who constitute the professional staffs of the public libraries in the two counties, but a number of librarians work part-time, and in terms of full-time equivalents, there are 28.5 and 25.5 persons classified as professionals in Madison and St. Clair counties respectively. However, the generally recognized educational qualification for professional status, the fifth-year library degree, is held by only two librarians in each county and is a stated requirement for only two positions in the area libraries.

In reply to a request for a statement of minimum qualifications for professional staff, only four of the 19 libraries in the area specified at least some college training. One librarian wrote "have no professional staff--now or planned." Another stated "interest and inclination, typing, and time to do some of the work on a volunteer basis." One of the more colorful replies was: "High school education--strong back and weak mind. We need a librarian with good common sense and a degree, who'll work for slave wages." No recent library school graduate has been employed in any area library within the past year, although one of the four librarians who are graduates of library schools was hired this year. A vacancy for chief librarian exists in Alton (the fifth-year library degree is required). One vacancy for a cataloger in Granite City (minimum qualification is high school graduation) has existed for some time.

TABLE 11

LIBRARY BUILDINGS AND CAPITAL IMPROVEMENTS

	Year Central Library Built	Last Major Improve- ment (Yr)	Capital Improvements Planned
<u>Madison County</u>			
Alton	1890	1907	
Granite City	1928	1964	Landscaping
Collinsville	1937	1963	New wing in 1966
Wood River	1958		
Edwardsville	1905	1964	
East Alton	1960 <sup>a</sup>		
Madison	1947	1957	
Venice	1953	1965	
Highland	1928 <sup>b</sup>		\$3,000--new roof
Hartford			Bldg. constr. & eqt.--\$40,600
Roxana	na <sup>a</sup>		
<u>St. Clair County</u>			
East St. Louis	1926	1963	\$55,000 parking lot and lift
Belleville	1916		
Cahokia	1961 <sup>a</sup>		
O'Fallon	na		
Mascoutah	1938 <sup>a</sup>		
Lebanon	1945 <sup>a</sup>	1963	Air conditioning
Caseyville	1959 <sup>a</sup>		
Marissa	1964 <sup>a</sup>		
New Athens	na <sup>a</sup>		

<sup>a</sup>Building shared.

<sup>b</sup>Awaiting construction of building before service can begin.

None of the head librarians in any of the libraries are Negroes, but in East St. Louis three Negroes occupy professional positions. Sixteen of the 19 head librarians in the area are women. Three of the four larger libraries have been directed by men. Salaries for head librarians in these four libraries are all \$7,000 and above. Salaries for head librarians in the other libraries are generally low. Outside of East St. Louis,

Belleville, and Mascoutah in St. Clair County, none of the libraries is open for more than 26 hours per week; the head librarians earn \$1,200 or less per annum, and one librarian receives no salary. In Madison County, where all but one of the head librarians work at least 32 hours per week, none of the library budgets other than those of Alton and Granite City allocates as much for any position as the average salary for recent library school graduates (\$6,145 in 1964),<sup>13</sup> and most librarians in the county earn considerably less.

There are many more professional than clerical positions in the area libraries, but there is often little distinction between the two kinds of work. In one of the larger libraries, no staff members are assigned to clerical positions, and in this case some individuals who are designated as professionals are clearly engaged in clerical work. Many positions are classified as professional but are held by librarians with less than the standard educational qualifications. Due to the small size of many libraries, their correspondingly small budgets, and the independent nature of library operations, the number of existing specialized professional positions in the area is well below ALA minimum standards.

Throughout the two counties, there is not one audiovisual librarian or subject specialist. Technical processing, reference work, and services to children and young adults are rarely handled by full-time personnel charged with these specialized aspects of library work. In all of Madison County, for example, there is only one reference librarian and one adult services librarian. There are but six children's librarians and one young adult librarian in the entire area of close to half a million people, where service to elementary schools is handled almost exclusively by public library personnel.

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<sup>13</sup>Donald E. Strout and Ruth B. Strout, "Sixty-One Forty-Five in Nineteen Sixty-Four," Library Journal, 90 (June 15, 1965), p. 2744.



Table 12 shows the number of library employees, including professional and clerical employees but excluding maintenance staffs, in terms of full-time work or its equivalent in each of the libraries in the two counties. The table indicates that in almost all of the libraries there is at least one, and frequently more than one library staff member for each 5,000 persons, which is the standard stipulated for library systems in the "Rules and Regulations . . ." issued by the Illinois State Library.<sup>14</sup> The table indicates further that there are almost as many library staff members currently employed in Madison County as are necessary to meet the needs of the entire county population, although in St. Clair County additional library personnel (21 persons) would be required to meet the given requirement. According to present Illinois standards then, it is not the total number of library staff members, but the educational qualifications of professional personnel that are deficient.

Most of the librarians report that staff members participate in national or state association conferences, many attend regional meetings, and almost every library participates in state library institutes and workshops, which are considered to be of great practical value. An extension program offered by the Graduate School of Library Science of the University of Illinois in the East St. Louis Public Library has reached many of the area's librarians. In the fall of 1965, several of those participating in the class in library materials for young adults were at the same time employed in public libraries in Madison and St. Clair counties, and a smaller number of

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<sup>14</sup>"Rules and Regulations For: Library Systems and State Aid," Illinois Libraries, 48 (January, 1966), p. 927. This ratio of one library employee to every 5,000 persons contrasts sharply with the minimum requirement for the St. Louis area in Missouri, where the standard is one library employee for each 2,500 persons. If this standard were applied in Madison and St. Clair counties in Illinois, the required number of library personnel would be more than double the size of the present work force.

TABLE 12

LIBRARY STAFF--MADISON AND ST. CLAIR COUNTIES, 1964-65<sup>a</sup>

Jurisdiction	Present Number of FTE Em- ployees <sup>b</sup>	1965 Popu- lation to One FTE Employee
<u>Under 5,000 population</u>		
New Athens (SC)	.73	2,975.3
Marissa (SC)	1.00	1,990.0
Roxana (M)	.90	2,483.3
Caseyville (SC)	.90	4,176.7
Lebanon (SC)	.50	6,262.0
Mascoutah (SC)	1.47	2,638.1
O'Fallon (SC)	1.95	2,408.2
<u>5,000-34,999 population</u>		
Highland (M)	1.55	3,516.1
Venice (M)	2.23	2,322.9
Madison (M)	1.79	3,691.1
East Alton (M)	3.12	2,529.5
Edwardsville (M)	4.02	2,693.03
Wood River (M)	4.45	2,848.1
Collinsville (M)	3.20	5,025.6
Cahokia (SC)	.67	26,738.8
<u>35,000-49,999 population</u>		
Belleville (SC)	13.16	3,146.8
Granite City (M)	9.50	5,044.8
Alton (M)	16.20	3,161.9
<u>50,000 or more population</u>		
East St. Louis (SC)	13.30	6,275.3
Madison County Total	46.96	5,368.9
St. Clair County Total	<u>33.68</u>	<u>8,926.2</u>
Total	80.64	6,854.6

<sup>a</sup>Exclusive of maintenance workers; shown as full-time equivalents as of the end of the last fiscal year.

<sup>b</sup>FTE's computed on basis of library's work week if it is 37.5 hours or more; on 40-hour work week if open less than 37.5 hours per week.

individuals were preparing to enter public library work by attending these classes. Edwardsville, Collinsville, Granite City, Belleville, and East St. Louis were all represented, and the East St. Louis Public Library, which provides the class with a meeting room and facilities, cooperates actively with the program. It may be of interest to note as well that several of the participants in the program come from St. Louis, across the river.

### Size of Collections

The American Library Association's Public Library Service: A Guide to Evaluation with Minimum Standards is the basic yardstick for measuring the adequacy of library resources and services. This document's major recommendation, on which all the specific standards are based, is for the establishment of systems of library service. Within this context, the basic minimum collection for a library system is placed at 100,000 currently useful volumes, with annual acquisitions of 4,000-5,000 separate titles and duplicate copies which amount to one volume for every five persons up to 100,000 population served. In addition, subscriptions of 300-400 periodicals should be received. The library system should hold 250 films and 1,500 long-playing discs and should purchase 25 new films and 300 new records annually. Pamphlets, maps, filmstrips, slides, and other non-book materials also constitute a part of any standard library collection.

As shown in the following tables, no single library in Madison or St. Clair counties has the resources to meet these standards for a library system either for volumes held or volumes added. No library collection in the area contains as many as 100,000 volumes (see Table 13), and in many cases, the figures showing total library holdings are deceptively large and even casual inspection of collections shows that libraries hold many books which are not currently useful. While

TABLE 13

BOOK COLLECTIONS--MADISON AND ST. CLAIR COUNTIES, 1964-65<sup>a</sup>

Jurisdiction	Volumes	Volumes Per Capita <sup>b</sup>
<u>Under 9,999 volumes</u>		
Cahokia (SC)	2,324	.13
New Athens (SC)	2,330	1.07
Caseyville (SC)	4,000	1.06
Lebanon (SC)	6,864	2.19
Marissa (SC)	9,361	4.7
<u>10,000-29,999 volumes</u>		
Roxana (M)	11,936	5.34
O'Fallon (SC)	11,996	2.55
Highland (M)	12,216	2.24
East Alton (M)	14,537	1.84
Madison (M)	15,100	2.29
Mascoutah (SC)	16,061	4.14
Collinsville (M)	17,923	1.11
Edwardsville (M)	19,478	1.80
Venice (M)	20,890	4.03
Wood River (M)	29,723	2.35
<u>30,000 volumes and above</u>		
Belleville (SC)	45,626	1.10
Alton (M)	49,613	.97
Granite City (M)	70,015	1.46
East St. Louis (SC)	78,386	.94
Madison County Total	261,431	1.04
St. Clair County Total	176,948	.59
Grand Total	438,379	.79

<sup>a</sup>Source: Illinois Libraries, October 1965.

<sup>b</sup>Based on 1965 population estimates.

the number of volumes per capita in Madison County (1.04) is almost twice as large as that in St. Clair County (.59), the number of books per capita in each county is well below accepted standards of minimum adequacy. Furthermore, the number of volumes acquired annually is extremely low (see Table 14).

TABLE 14  
VOLUMES ADDED DURING 1964-65

Jurisdiction	Adult	Juvenile	Total
<u>Madison County</u>			
Alton	2,338	3,470	5,808
Granite City			4,863
Collinsville	1,733	531	2,264
Wood River	864	512	1,376
Edwardsville			1,401
East Alton	598	561	1,159
Madison			1,747
Venice	399	169	568
Highland	334	141	475
Roxana	323	210	533
Total	6,589	5,594	20,194
<u>St. Clair County</u>			
East St. Louis			2,476
Belleville	1,420	149	1,569
Cahokia			750 (est)
O'Fallon			505
Mascoutah	577	303	880
Lebanon	264	151	415
Caseyville			186
Marissa			762
New Athens	1,910	470	2,380
Total	4,171	1,073	9,923

In 1964-65 all of St. Clair County's public libraries together acquired less than 10,000 volumes. Madison County's public libraries acquired twice this many volumes but in the County's two largest cities alone (Alton and Granite City), nearly 50,000 volumes are needed to meet the present ALA's Interim Standards in terms of 1960 population figures, and approximately 25,000 additional volumes would be required to keep pace with the population increase between 1960 and 1965.

Periodical holdings are limited (see Table 15). Alton's collection of 200 periodical and newspaper titles is the largest in any public library in the area, and these holdings are almost double those in any other library in the two



TABLE 15

PAMPHLETS, NEWSPAPERS, PERIODICALS, 1964-65

Fiscal Year Ends	Jurisdiction	Uncataloged Pamphlets	Newspapers No. of Titles- Present	Periodicals No. of Titles- Present
<u>Madison County</u>				
2-28	Alton	na	15	185
4-30	Granite City	na	7	98
4-30	Collinsville	na	10	82
4-30	Wood River	1,125	6	83
4-30	Edwardsville	na	7	69
4-30	East Alton	na	5	55
5-30	Madison	500	5	44
4-30	Venice	250	5	43
4-30	Highland	na	4	65
4-30	Roxana	na	3	45
<u>St. Clair County</u>				
12-31	East St. Louis	na	16	61
4-30	Belleville	1,611	16	94
4-30	Cahokia	na	0	0
6-30	O'Fallon	0	1	22
4-30	Mascoutah	650	4	57
5-31	Lebanon	na	0	1
4-30	Caseyville	na	0	1
4-30	Marissa	na	1	6
5-31	New Athens	na	1	6

counties. Non-book and audio-visual holdings (see Table 16) are particularly weak, and libraries have barely begun to provide these materials.

Lacking a system of library service, there is no single backstopping agency within the bi-county area to provide a large collection as a central resource for individual libraries. Furthermore, in the absence of such a library network, the informational role of the public library is severely handicapped because suitable library reference collections and specialized staff cannot be provided by the small independent

TABLE 16  
AUDIO-VISUAL MATERIALS, 1964-65

Fiscal Year Ends	Jurisdiction	(Reels)	Film- strips and Slides	Sound Record- ing (Discs)	Pictures Photos & Prints	Maps & Charts
<u>Madison County</u>						
3-28	Alton	29	0	1,509	na	na
4-30	Granite City	na	na	1,028	na	na
4-30	Collinsville	na	na	na	na	na
4-30	Wood River	na	na	32	na	92
4-30	Edwardsville	na	na	na	na	na
4-30	East Alton	na	na	na	na	na
5-30	Madison	na	na	15	202	116
4-30	Venice	0	0	0	100	17
4-30	Highland	na	na	na	na	na
4-30	Roxana	na	na	na	na	na
<u>St. Clair County</u>						
12-31	East St. Louis	na	na	na	na	na
4-30	Belleville	na	na	na	23,880	525
4-30	Cahokia	na	30	na	na	na
6-30	O'Fallon	0	0	0	0	0
4-30	Mascoutah	na	na	134	na	187
5-31	Lebanon	na	na	na	na	na
4-30	Caseyville	na	na	na	na	na
4-30	Marissa	0	0	0	0	0
5-31	New Athens	na	na	na	na	na

units that are characteristic of the area. Those bi-county residents who require more extensive collections may use the services of the St. Louis Public Library as individuals, but there is no organized arrangement for Madison and St. Clair libraries to utilize this library's collection and services. The public libraries in Madison and St. Clair counties do use the reference and loan facilities of the Illinois State Library to some extent, but they have insufficient bibliographical resources and staff to utilize this service effectively, and the State Library cannot serve as a substitute for local resources on a day-to-day basis.

## V. SPECIAL ASPECTS OF THE COLLECTIONS

Quite aside from the general lack of resources pointed out in the preceding chapter, certain specific inadequacies are apparent. Special aspects of the collections which are examined here include reference resources and more detailed analysis of holdings in the four largest cities in the area, with special attention to materials by or about Negroes. The book selection policies which govern the acquisition of materials are discussed, as well as local methods of dealing with controversial materials. The information reported in this chapter was obtained almost exclusively through interviews with librarians and by direct observation of the collections.

### Reference Resources

The library collections in the smallest libraries (particularly those with holdings of less than 10,000 volumes) do not contain even the basic reference tools required to conduct the library's own affairs, much less to serve the residents of the community. This conclusion is drawn from the results of a list of 20 basic reference tools which was checked against library catalogs and collections in all the libraries except Roxana and Highland (see Table 17). Six of the nine libraries in St. Clair County held only half or less of all the titles. In Madison County, all the libraries except Venice (which lacked nine of the works), held most of the titles, but again the overall level of library resources in the county does not begin to provide the depth and scope required by contemporary demands for library service. The results in Venice are of particular interest when it is noted that the figure for per capita volumes shown in Table 10 is relatively high.

TABLE 17

BASIC REFERENCE WORKS IN MADISON AND  
ST. CLAIR COUNTY LIBRARIES--FALL 1965

Reference Work	Number of Libraries <sup>a</sup>		
	Unde- termined	Yes	No
One set of Britannica, Americana, or Collier's Encyclopedia, 1961 or later	--	13	4
One set Compton's, World Book, Britannica, Jr., Encyclopedia, 1961 or later	--	14	3
Either Information Please or World Almanac, 1965	--	10	7
Who's Who in America	1	11	5
New Century Cyclopedia of Names or Webster's Biographical Dictionary	--	12	5
Current Biography (current subscription)	--	10	7
One unabridged English dictionary	--	15	2
One large world atlas less than five years old	--	13	4
Current St. Louis telephone directory	2	7	8
Reader's Guide or Reader's Guide Abridged	--	13	4
Bartlett's Familiar Quotations or Stevenson's Home Book of Quotations	--	12	5
Standard Catalog for Public Libraries	1	14	2
Fiction Catalog	1	10	6
Children's Catalog	--	14	3
Books in Print	2	7	8
Subject Guide to Books in Print	2	7	8
Illinois Bluebook	1	15	1
One directory of colleges and univer- sities (American Universities and Colleges, Lovejoy)	1	10	6

<sup>a</sup>Interviewers checked the reference collections for these works in 17 of the 19 libraries in the two counties. Roxana and Highland are not included.

### Materials in the Four Largest Cities

The present study does not attempt to rate the adequacy of individual libraries, and the figures presented in the tables above, taken individually, do not supply all the necessary information to assess each library on such a scale. However, since the four largest libraries serve two-thirds of all those to whom library service is available, these libraries, and particularly the East St. Louis Public Library, will be considered below in somewhat greater detail.

The largest single public library collection in Madison and St. Clair counties is in East St. Louis where the holdings total 73,000 volumes. This is less than half the number of volumes held by the Decatur Public Library (168,000 volumes), which serves a population slightly smaller than East St. Louis. Library holdings in Granite City (70,000), Alton (50,000), and Belleville (46,000) are also considerably lower than in such comparably-sized Illinois cities as Moline and Quincy, where the collections in each case number close to 100,000 volumes.<sup>15</sup>

The American Library Association's publication Costs of Public Library Service, 1963,<sup>16</sup> cites a sample budget which is considered to be above minimum adequacy for a community serving a population the size of that in East St. Louis. The sample budget is not hypothetical but is drawn from an actual city library (1960 population 83,246) whose operating expenditures in 1962 were \$451,178 or \$5.41 per capita. In East St. Louis, operating expenditures in 1964 were \$74,261 or \$.91

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<sup>15</sup>"Statistics of Library Service in Illinois, 1964-1965," Illinois Libraries, 47 (October, 1965).

<sup>16</sup>American Library Association, Costs of Public Library Service, 1963 (Chicago: American Library Association, 1964). Operating expenditures cited in this publication are for the year 1962-63. The figures for East St. Louis are for 1964-65. Per capita figures are based on 1960 Census of Population.



per capita. It should be noted that the sample library operates in a city whose board of education maintains libraries in elementary and secondary schools, whereas in East St. Louis elementary school library service is supplied entirely by the public library. While the sample budget is drawn from a city which expends more for libraries than 75 percent of all U. S. cities in this population range, it nonetheless represents achieved practice in many cities.

Expenditures for new library materials are lower in East St. Louis than in any other public library in Illinois serving 50,000 to 80,000 persons; Alton, Granite City, Belleville, and even Collinsville spend more than St. Clair County's largest city expends for all its new acquisitions. Periodical holdings in East St. Louis are especially limited; the library receives only 80 newspaper and periodical titles. And the library reports no holdings of audio-visual materials. This is a particular shortcoming in an area where educational levels are low.

As indicated earlier, segregation has been prevalent throughout the bi-county area for many years, and the Negro population is concentrated within a few communities. The largest of these is East St. Louis, whose population of over 80,000 persons is approximately 45 percent Negro.<sup>17</sup> In an effort to determine the extent to which the larger libraries in the area contain materials which reflect this characteristic of the area's population, a checklist on the subject "Negroes in American Life" was compiled from the Standard Catalog and other professional library tools (the checklist is reproduced in Appendix II). The checklist was checked against the library catalogs in each of the four largest cities in the area with the following results: of the 52 titles on the list, Alton had 34, Granite City 26, Belleville 20, and East St. Louis 14. In East St. Louis, none of the works of Langston

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<sup>17</sup> According to the 1960 Census of Population, the population of East St. Louis is 44.6 percent Negro. A more recent estimate, based on a population sample, placed the current figure at over 50 percent.

Hughes or Arna Bontemps were represented in the library's catalog; titles on the list by James Baldwin and Martin Luther King were also absent; Marian Anderson's autobiography as well as Robert Penn Warren's earlier book on segregation were lacking from this collection of 78,000 volumes. The majority of the foregoing titles are held in each of the other three libraries; and of the ten books on the checklist about the current crisis, each of which is of sufficient quality and current interest to be represented in any library collection, Alton had eight, Belleville seven, Granite City six, and East St. Louis had three.

#### Book Selection

The responsibility for book selection is not always clearly defined in Madison and St. Clair county libraries, but generally the librarian has this responsibility. The following list of the tools which are most used for book selection shows the number of libraries using each. Tabulations are based on replies to the interview questionnaire used in 17 libraries, with several librarians mentioning more than one source:

Booklist	8
Standard Catalog	5
Library Journal	4
New York Times	3
Saturday Review	3
St. Louis Post Dispatch	3
McClurg's Book News	3
Sunday Tribune	2

Other H. W. Wilson Catalogs, Kirkus, Publisher's Weekly, Illinois Libraries, and a few other sources were each mentioned once. In two libraries, book salesmen were the preferred source, and in one of these, "catalogs and special offers" were next in order. One librarian buys "mostly on requests from patrons," and another does not subscribe to any library

periodicals because "most are not down to earth enough." Generally, the larger libraries tend to use the standard professional tools for book selection, but many librarians are only casually aware of these basic materials.

### Controversial Materials

Within the past year, controversial materials in the public library became the subject of local attention in Alton and in Belleville; and in Roxana, the inclusion of Catcher in the Rye on a teacher's reading list was called into question and widely discussed. Local citizens in Alton protested some time ago against the library's acquisition of James Baldwin's Another Country, and later in the year trustees of Alton's Hayner Library revoked the librarian's decision to show a controversial film. The librarian, who was supported in his stand by the Intellectual Freedom Committee of the Illinois Library Association as well as the Deputy State Librarian, has since left the state for a job elsewhere.

In Belleville the library was charged with censorship for refusing to display many Protestant publications, among them Church and State, official publication of Protestants and Other Americans United for the Separation of Church and State. This organization, as well as the League of Women Voters and the Daughters of the American Revolution were all critical of the librarian's policy which required these publications to be kept on closed shelves.

The disputes in Alton and Belleville have been moderated to some extent since they originally arose although Alton's Hayner Library is still without a librarian, and Church and State is not on the open shelves of the Belleville Public Library. A few individual complaints have been received about library materials in other libraries, but these objections have not recently become matters of public issue. The statements of many librarians indicate, however, that controversial

materials are frequently avoided as a matter of general policy. In answer to the question "What action is taken by those responsible for book selection here in regard to these materials?" the following answers are typical:

Well, when they're too far out, we don't buy them.

Sometimes I order books on request and they turn out to be something I do not think should be out on the shelf. If I knew in advance, I wouldn't get them.

We steer clear of anything obscene. We don't have too many requests for those controversial books. I just don't get involved.

We don't really have controversial books. I don't go along completely with ALA.

Try to stay out of any controversy.

Just stay away from obscene books. We buy the politically controversial books if there is a call for them.

One library reports simply that it does not buy controversial books, and another library has so little money that it "buys very few books anyway."

A few librarians took a more positive point of view: "We follow the Library Bill of Rights; I buy what I feel the community needs." Others indicated that the library obtains controversial materials, but only three of all the libraries keep all books on the open shelves without restriction. In most libraries, marriage manuals and a small number of other books are kept behind the desk, are placed in a closet, or are shelved in the librarian's office. In no case did any librarian ever indicate that a book was withdrawn from the collection as a result of protest, but sometimes as many as 30 or 40 books are kept apart from the collection and may be obtained only by special request. In one library the Decameron was

represented in such a collection, along with many more recent titles.

Head librarians generally have the responsibility for book selection, but the professional nature of this important library function is not widely recognized. The results of the questionnaires and interviews do not indicate just how many libraries have official book selection policies, but only five libraries reported definitely that such policies had been adopted. Controversial materials are often entirely excluded from library collections in order to avoid possible criticism. As one librarian put it, "We don't generally receive protests about what the library doesn't have." Apparently there is substantial divergence between library practices on these matters and the American Library Association policy as embodied in the Library Bill of Rights.



## VI. INTERLIBRARY USE AND SERVICE

The freedom with which the services of other libraries in the area can be used by library patrons and libraries themselves is yet another aspect of the resources available. Mobility throughout the entire St. Louis metropolitan area is great, and even the smallest libraries attract some users from other communities. Over 5,500 persons in Madison and St. Clair counties are registered non-resident borrowers in the area's libraries, and many of these persons come from communities which have their own public libraries.

### Non-resident Use

More than half of all non-resident borrowers in the two counties use the libraries in Edwardsville and in Belleville, the county seats. An annual fee of \$1-\$3 is generally charged to non-residents, but fees in the area libraries vary from \$.50 to \$5.00. Cards are sometimes issued at no cost to children from outside communities who attend local schools, and Scott Air Force Base personnel may use the Belleville Public Library facilities. In Highland, an endowment fund provides for extending free library service to all residents of the postal area. Only one community in the entire area contracts with another for library service--Old Marissa, population 213, has a service contract with Marissa, population 1,939.

In the Alton area, three libraries have arranged reciprocal borrowing privileges for their patrons, but the by-laws of another library in the bi-county region expressly prohibit any non-resident use. This library serves a population which

is almost 100 percent white, and a predominantly Negro community with no library facilities is nearby.

### Use of St. Louis Public Library

Madison and St. Clair residents who work in St. Louis and pay the earnings tax there are entitled to use all the facilities of the St. Louis Public Library, but the library itself does not recover any part of these tax revenues. Other Illinois residents who come to the central city make frequent use of the reference service of the St. Louis Public Library, and there has been no effort to charge for this service.

At one time the St. Louis Public Library issued a \$5 non-resident card to public libraries in Madison and St. Clair counties. This card could be obtained on request by Illinois residents who used it to borrow books from the Missouri library at no cost to themselves. This privilege was withdrawn some years ago, but was recalled with favor by several librarians in the two counties. A very small number of people continue to purchase the \$5 non-resident card as individuals. As the major public library in the entire Greater St. Louis Area, this library has resources which are not available elsewhere, and which, at the same time, are centrally located. The increasing use of the St. Louis Public Library by persons who live outside the city of St. Louis has been a cause of concern to the library's administrators, and a spot-check of the patrons of the reference department was undertaken there during three weeks in the last three months of 1964 to determine the extent of non-resident use. The results of this survey do not identify the county of residence for all categories of users, and from the findings it is impossible to determine precisely the total number of users from Madison and St. Clair counties. However, considerable use is evident, and some patrons of the reference department come from other

sections of Illinois as well. Staff members of the St. Louis Public Library indicate from observation that a large portion of the Illinois users are SIU students.

### Interlibrary Cooperation

Interlibrary cooperation in Madison and St. Clair counties has been negligible. Despite the evident need for the development of systems of library service in the metropolitan area, no library in the Illinois sector is currently a member of any library system. The one recent effort at establishing a larger unit of service failed to materialize. In 1958 the Kaskaskia Regional Library was formed by the Illinois State Library as a demonstration project in several counties, with its headquarters at Mascoutah and branches operating at Lebanon, Caseyville, New Athens, Marissa, and elsewhere. In 1960 a referendum for a tax-supported district library failed to receive the required vote and the Kaskaskia Regional Library was discontinued. Some St. Clair County communities apparently enjoyed the use of these library facilities, however, since tax support was established for local libraries in all of the above four communities during the demonstration or shortly thereafter but without the supporting strength of a library system.

No library in either Madison or St. Clair county is a member of any processing center, and only two libraries, both in Madison County, belong to film cooperatives. Libraries within the study area rarely draw upon one another for interlibrary loan, but when they do, it is chiefly Alton and Belleville which lend books to some of the smaller libraries. Public libraries are seldom in touch with any of the special or academic libraries in the area (for a list of these libraries, see Appendix IV), and although the Southern Illinois University Library is a depository for government documents, this is a

little known fact, and the collection almost never is used as a local resource.

Only three libraries in the study area regularly use the reference services of the St. Louis Public Library. Asked whether they sometimes suggest that patrons might get further information or service at another library, however, two librarians replied that they refer patrons to Alton, two to Granite City, three to East St. Louis, four to Belleville, and seven to the St. Louis Public Library. In several cases more than one library was recommended. Although nine librarians mentioned that they refer patrons to the Illinois State Library and almost all the librarians themselves routinely turn to the State Library as the primary supporting resource for reference assistance, about half of the librarians who were interviewed in Madison and St. Clair counties favor closer cooperation with the St. Louis Public Library. Geography, as well as satisfaction with the library service, operate as positive factors, and it is in the more densely populated urban district in close proximity to St. Louis that librarians are most enthusiastic about closer ties with the metropolitan center.

### The Illinois State Library

The Illinois State Library at Springfield is used to some extent by every library in the study area. Reference service is the most extensively used of all State Library services, and the majority of public libraries also draw upon the Springfield location for interlibrary loan.<sup>18</sup>

The State Library's Southern Branch at Carbondale offers bookmobile service and centralized cataloging service to public libraries, and sends books by mail to libraries, individuals, and schools. State bookmobile service, available only to those

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<sup>18</sup>Of all the libraries which reported interlibrary loan statistics, Alton, with a total of over 800 volumes borrowed from all sources in the last fiscal year, is by far the most active.

public libraries serving fewer than 10,000 persons and which derive their support from a library tax levy, is used by seven libraries in the more rural parts of the area. The State Library bookmobile stops six times annually at each of these libraries with renewable collections of 200 books per stop. Catalog cards, available to all public libraries at a cost of 10¢ per set, are purchased by eight of the area libraries, but cards procured from this source seldom represent a large proportion of the titles added to a library's collection. School collections, generally sent directly to the individual schools, are requested by about half of all the communities served by public libraries and account for the major share of all books sent by mail.

The institutes and workshops sponsored by the State Library and held at the Carbondale campus of Southern Illinois University are widely attended by area librarians (16 of the 19 libraries participated during the past year), and judging from the interviews which were held with librarians throughout the area, these meetings make a real contribution to library service by providing librarians with professional assistance and the opportunity to enhance their skills. The consultant service offered by the State Library from Carbondale and from Springfield is also highly regarded, and librarians turn to it for assistance and advice in library matters.

#### The Illinois State Plan

Legislation designed specifically to encourage the establishment of library systems in Illinois was set forth in H.B. 563 of the 74th General Assembly, and a supporting appropriation of almost five million dollars was included to implement it. Approved in August 1965, the Act provides a real impetus for library system development throughout the State. At the time of the interviews with librarians in Madison and St. Clair counties (September and October, 1965), the provisions of the Act were



not yet widely known, and specific procedures, deliberately broadly stated to allow for a variety of adaptations of system formation, were just beginning to be elaborated. Despite some reservations or uncertainties about just what the specific features would provide, the librarians who were interviewed considered participation in the plan with favor. Trustees were also generally aware of the plan, but three librarians indicated that one or more of their board members would strongly oppose joining a library system, and in several cases librarians themselves had not urged trustees to support the plan. Most librarians believed, however, that the plan would bring benefits to individual libraries, and there are indications of eventual universal participation.

Area meetings have been held in Edwardsville, Marissa, and East St. Louis to discuss the plan. Various arrangements for system formation have been proposed. The tentative system boundaries suggested in the original study on which the Illinois plan is based divided Madison and St. Clair counties into separate regional county groupings. Since Madison and St. Clair counties each turn more toward St. Louis than toward one another, this separation of the two counties appears to be a reasonable one although several planning agencies have considered the bi-county area as a unit.

## VII. CONCLUSIONS AND RECOMMENDATIONS

Many of the problems which confront libraries in other urban areas are readily apparent in Madison and St. Clair counties. The changing composition of the urban population, the concentration of low income and minority groups in the urban core, the migration of higher income families to the suburbs, increased geographic mobility, and the arrival of the Age of Education have each created pressures upon urban public libraries which have forced them to reevaluate traditional concepts of public library service and respond with certain innovations. However, although Madison and St. Clair counties comprise the second largest metropolitan area in one of the nation's richest states, library development here has not kept pace with that in many other urban areas.

The recommendations of the present study relate both to achieving minimum ALA standards in Madison and St. Clair county libraries and to meeting some of the special problems of library service in the metropolitan area. The instrumentation of these recommendations and the development of new library programs which are responsive to community needs will depend upon the efforts and initiative of those who are more directly involved and upon the leadership of the Illinois State Library.

### School Library Service and the Role of Public Libraries

The pressing need for school library development in Madison and St. Clair counties is indicated by the great shortage of elementary school library resources as well as by the heavy use which is made of the alternative public library

facilities by school children. The future direction of public library service will depend considerably on the expansion of elementary school library service, for a great portion of public library resources are currently applied to school-related use. Public libraries can help to hasten the development of school libraries by campaigning actively for them in local communities.

The public libraries in Madison and St. Clair counties rarely serve as community information centers or as active participants in the formation of public opinion. Each of these important library functions, in fact, has been largely ignored by the area's libraries. By taking the leadership in bringing this issue before the public, the area's public libraries can make an important contribution to library development and enhance their own role by their active participation in the lives of their communities.

Considering that the present study was undertaken during a period of widespread national concern with urban problems, civil rights, education, and poverty, and that the study area was located in a metropolitan and industrial region where these very problems have a particular urgency, the apparent lack of involvement by public libraries in these major concerns is indeed remarkable. Hobby groups and women's clubs represent typical adult groups which are served by the public library, but business, labor, minority, or professional groups are rarely cited as library users. The resources of the largest library in the area do not contain certain materials which may be of particular interest to its community. Controversial materials are frequently avoided by librarians, and discussion of public issues appears to have no place in public library programs. The role of the public library as an informational resource is negligible. In many cases public libraries seem to be almost totally irrelevant to the present day activities and interests of the communities they serve.

### The Unserved and the Inadequately Served

Two out of every five persons in the bi-county area have no public library facilities. Despite the recent establishment of tax-supported public libraries in several communities, the number of persons without access to public libraries is increasing. Those who do have access to public libraries are served inadequately. In the two counties, there are eighteen operating public libraries serving populations of 50,000 or less (Census of Population: 1960) and one library which serves a larger population. Only one-third of the small libraries meet the volume standard which is stipulated in the ALA's Interim Standards, and the one larger library in the area has resources which are entirely substandard for the size of the population it serves. Furthermore, no single library in the area can provide independently either the range of materials or the specialized professional staff which are required to meet contemporary standards for library service. While the majority of the public libraries in the study area are supported by municipalities which make a reasonable tax effort, and several communities surpass this level, a reasonable tax effort alone does not assure that minimum standards will be met. The supplementary financial support required to achieve these standards has become available for the first time from state funds through the recently enacted legislation (H.B. 563) implementing the Illinois Plan for Public Library Development. The first recommendation of the present study is to urge the formation of library systems within the provisions of the Act at the earliest possible date.

At the present time, however, system service to previously unserved areas is expected to be minimal in order to strengthen library support at the local level. This means that the approximately 200,000 persons in Madison and St. Clair counties who do not now have library service will remain

substantially unserved until they approve library tax levies in their local communities and contract for system service. Undoubtedly, the leadership of the Illinois State Library combined with that of the public library community and public spirited persons should be applied toward this end. In Madison and St. Clair counties, however, there are particular obstacles toward its complete fulfillment, and these should be considered: A recent report of the Illinois Office of Economic Opportunity shows, for example, that St. Clair and Madison counties have the second and third largest number of low income families of all Illinois counties and that a high percentage of persons in these two counties live below the poverty level. Special efforts may be necessary to secure additional funds to support public library service in the bi-county area, and particularly in St. Clair County, where the number of unserved persons is exceptionally large and educational and income levels are unusually low.

Title I of the Library Services and Construction Act makes funds available for the extension of public library service to previously unserved areas and to those with inadequate service if these funds are matched by the states. It is recommended that this source of support be considered, along with intensified local tax efforts in the higher income communities, in order to extend adequate library service to all bi-county residents. Guidelines for the establishment of library systems in Illinois are based on the 1956 American Library Association publication, Public Library Service. The very first of the standards presented in this document is that "public library service should be universally available." Where individual communities do not support public library service, the state library agency has a responsibility to explore every possible means for providing it.



The East St. Louis Public Library

One-third of all the residents of St. Clair County live in East St. Louis, but almost half of all the low income families in the county live in this city. According to 1960 census figures, East St. Louis has the highest unemployment rate and the highest percentage of families with incomes under \$3,000 of all the large cities in Illinois. Negroes constitute approximately half of the city's population, but a much greater proportion of Negroes than whites are affected by these economic ills. More than one-third of all East St. Louis residents over 25 did not complete elementary school. Over 40 percent of all the housing in the city is substandard. The low operating expenditures of the city's public library (\$.89 per capita) reflect these general conditions of poverty.

As indicated by the study data, vastly increased financial support will be required to bring the level of library service up to that which is already provided in many other cities of this size, and special efforts will be required to develop a type of library service which is relevant to the needs of East St. Louis residents. For these purposes it is recommended that a proposal for a library demonstration program in East St. Louis be developed. Support for such a demonstration project might come from the Economic Opportunity Act of 1964, Title II, Community Action Program. The functions of the demonstration would be threefold: first, it would serve as a resource and planning center for community activities designed to reach out into local neighborhoods; second, it would serve to assist other anti-poverty programs in the area with the materials they may need in pursuing their own programs; and third, it would serve as a training center for personnel engaged in library programs to underprivileged groups. An auxiliary function might be to serve as an information and training center for similar programs elsewhere.

The demonstration center would provide a central resource containing a strong collection of those materials which are most relevant to the interests and needs of local residents. A comprehensive selection of books by and about Negroes, current periodicals related to Negro affairs, and a wide variety of AV and non-book materials (films, records, etc.) would all be required in quantity to serve local library programs and other programs sponsored by the Office of Economic Opportunity. The center would require some meeting rooms and facilities although most of its community activities would be decentralized and designed on a smaller scale. The staffing of the demonstration center should include persons who live in East St. Louis and represent those groups whom the center will serve.

#### The St. Louis Public Library

Illinois residents, and particularly students, use the St. Louis Public Library for its strong collections and central location. Such use of the central metropolitan library is typical of library use by students in many urban areas where payment of the non-resident fee has become all but meaningless as students from outside the central city converge upon the reference facilities which are open to the public free of charge. Other Illinois residents, too, use the facilities of the St. Louis Public Library, and librarians in Illinois sometimes turn to the Missouri facility for reference assistance.

Some financial support is required by the St. Louis Public Library, however, for the use which Illinois residents make of its resources and services, and such support should be sufficient to provide for full library privileges to Illinois residents. Since the extent of use by Illinois residents cannot be determined until such a plan is actually in effect, it is recommended that the Illinois State Library work out with the St. Louis Public Library a temporary plan of payment until a

use study can be performed and adjustments made on the basis of its results. In view of the metropolitan character of the area, long range goals should envision reciprocal use of library facilities throughout the Greater St. Louis Area, as well as the possible use of the St. Louis Public Library as a bibliographic and research center by system libraries after systems are established.

#### Educational Qualifications of Librarians

The educational qualifications of present library staffs are severely limited. Only two librarians in each county hold the fifth-year library degree, and minimum requirements for professional employment in the area's libraries rarely specify more than a high school diploma. A state certification examination is required of beauty operators in Illinois, and a minimum number of class hours of instruction are also prescribed, but professional employment in a public library frequently requires no formal training whatsoever. Many states require certification of public librarians, but Illinois does not. Minimum educational qualifications, more stringent than those outlined in the "Rules and Regulations for Library Systems . . .", should be established by law, and every opportunity should be provided for present personnel to meet such requirements.

The Illinois standard for the minimum number of library personnel serving in library systems (one library employee to every 5,000 persons) is considerably lower than the generally accepted minimum (one library employee to every 2,500 persons). While the former standard may appear to be a more realistic goal for the present, in terms of long range library development, it is not. Recent efforts to extend library service to underprivileged groups in urban areas have shown repeatedly that increased staffing with professional personnel is central

to the success of many of the new programs,<sup>19</sup> and specialized personnel required for the developing library systems will also require additional training.

While the number of additional personnel which will be needed to meet the current Illinois standard is not large, the need for strengthening the educational backgrounds of professional staffs is proportionately much greater. Added school library personnel will also be needed, and expanded facilities will be required to train them. The results of the studies of library service in the greater St. Louis area undertaken by Community Studies, Inc., of Missouri and the Library Research Center in Illinois indicate that there are substantial deficiencies in the training of present public library staffs. Considering the needs of the greater St. Louis area as a whole, it may be advisable to consider a joint library education program, sponsored by the Illinois and Missouri State Library agencies and carried out by the library schools. Trained professional personnel are so crucial to the provision of quality library service that the need for library education must be accorded top priority.

Strengthened educational facilities should be made available within the area, and all the necessary teaching and learning resources should be provided in support of programs of education for librarianship. Currently, for example, the University of Illinois Extension program which operates in the area is handicapped by a lack of materials, many of which are unobtainable in the local libraries used by class participants.

Scholarship programs, perhaps including subsidy for part of the undergraduate training for future library school candidates, should be established. Special efforts should be made

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<sup>19</sup>See, for example, Peter Hiatt, "Urban Public Library Service for Adults of Low Education," Library Quarterly, 35 (April, 1965), pp. 81-96. The January 15, 1966, issue of Library Journal includes a special section where some individual library programs in underprivileged areas are described, and this point is underscored in several of the articles.

to attract qualified Negro personnel to professional positions on library staffs by helping to finance their education. At the present time only three professional positions in the area's libraries are held by Negroes, and none of these persons holds the fifth-year library degree.

As the foregoing section indicates, there is a need for both in-service training of professional personnel--including prescribed course work, institutes, and workshops--and for graduates of accredited library schools. But improving standards of professional education is not simply a local matter. Titles I and II of the Higher Education Act of 1965 provide funds for both types of programs. The Library Services and Construction Act is also applicable to library education programs, and the developing library systems might contribute support as well. As the role of the Illinois State Library evolves, and some of the other functions that it has performed in the past gradually are relinquished to library systems, the leadership of the state library in raising standards of library service and supporting their means of attainment will become increasingly important.



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APPENDIX I  
MAIL QUESTIONNAIRE FOR PUBLIC LIBRARIES

September 10, 1965

The Library Research Center and the Illinois State Library are cooperating with the Missouri State Library in a study of public library service in the St. Louis Metropolitan Area. This study is being conducted by Community Studies, Inc., of Kansas City, Missouri. Our part of the assignment is to gather and analyze facts about the nature of services provided by public libraries in the Illinois part of the area--Madison and St. Clair Counties.

In order to obtain current information about your library that is not available in reports or publications, we are asking you to help us by completing the enclosed questionnaire. We have made every effort to be as brief as possible and to avoid asking questions that are not vitally important to the study.

As the study progresses, we would like to arrange to visit your library and interview you in order to get your opinions and your advice about some of the problems of library service in the Metropolitan Area. Since this part of the study must await the return of the questionnaires, your cooperation in completing and returning it is urgently requested. We need them by September 20 before we begin to arrange by telephone our visits to libraries in the two counties.

With the expanding and vital role of public libraries in Illinois today, I am sure you share our interest in having library service in your area accurately described as a basis for planning for improvement. For the present study to achieve maximum results, your help is essential.

Sincerely yours,

(Mrs.) Anita R. Schiller  
Research Associate

ARS/lmc  
encl.

September 10, 1965

### GENERAL INSTRUCTIONS

#### Questionnaire on Metropolitan Area Public Library Services and Resources

1. Please print or typewrite all information, or mark (X) in the appropriate space where indicated.
2. Return one copy by September 20 to the Library Research Center in the stamped envelope provided. You may keep the second copy for your files if you wish.
3. If you feel that any answer must be qualified or explained, please write your comments on the questionnaire or on an extra sheet of paper.
4. If the question calls for statistics which you do not maintain or cannot supply without considerable effort please indicate this alongside the question.
5. All statistical questions refer to the entire library as an administrative unit. Figures for branch, station and bookmobile operation should be included in every case unless otherwise specified.



## I. IDENTIFICATION AND GENERAL INFORMATION

1. Name of library \_\_\_\_\_
2. Address of library \_\_\_\_\_  
                                street                                 city or town
3. Name and title of person completing questionnaire  
\_\_\_\_\_  
                                name                                 title
4. Library's fiscal year: from \_\_\_\_\_ to \_\_\_\_\_  
                                    month     day                     month     day

1. Please list the names and occupations of the members of the library's governing body.

[illegible]

1. Please indicate below the political subdivision which provides financial support for the library and the tax rate in mills.

Taxing Unit (please specify below)	Last Fiscal Year	Current Fiscal Year
	mills	mills

2. For how many years has the tax rate been at its present level? \_\_\_\_\_
3. Please indicate the amount of total income and expenditure during the last fiscal year, and the amounts estimated for the current fiscal year.

Category	Last Fiscal Year	Current Fiscal Year (est.)
Total Income		
Total Expenditures		

4. a. Are any capital improvements planned for the coming year?  
       \_\_\_Yes      \_\_\_No
- b. If YES, state proposed amount and purpose \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_
5. a. Has the library ever received LSCA or any other federal or state funds? \_\_\_Yes \_\_\_No
- b. Is the library currently applying for such funds?  
       \_\_\_Yes      \_\_\_No
- c. If YES, please specify amount and purpose of expenditure  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

#### IV. LIBRARY SERVICES

1. What is your estimate of the percentage of the total time of the library staff devoted to services to:  
 (a) Adults \_\_\_% (b) Young adults \_\_\_% (c) Children \_\_\_%
2. a. Does the library provide services designed for particular groups within the community, such as retired persons, businessmen, labor or civic organizations, etc.?  
       \_\_\_Yes      \_\_\_No
- b. If YES, please specify below the groups served and the type of service provided.

<u>Group Served</u>	<u>Type of Service Provided</u>
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

3. The following list enumerates some types of services to library patrons. Please mark (X) those services provided by your library.

1. Interpretation of the library through:

- |  |       |
|--|-------|
| a. Displays in library . . . . .   | _____ |
| b. Displays outside library . . . . .  | _____ |
| c. Lists of materials distributed in library . .                                       | _____ |
| d. Lists of materials for outside<br>distribution . . . . .                            | _____ |
| e. Lists of materials prepared for and<br>distributed at organization meetings . . . . | _____ |
| f. Others (list)   | _____ |
| _____ . . . . .  | _____ |
| _____ . . . . .  | _____ |
| _____ . . . . .  | _____ |

2. Reference Help

- |  |       |
|--|-------|
| a. School assignments . . . . .                  | _____ |
| b. Club papers, talks, etc. . . . .              | _____ |
| c. A/V information service . . . . .             | _____ |
| d. Specific interests or needs of adults . . . . | _____ |
| e. Others (list)                                 | _____ |
| _____ . . . . .                                  | _____ |
| _____ . . . . .                                  | _____ |
| _____ . . . . .                                  | _____ |

3. Group Services

- |  |       |
|--|-------|
| a. Assembling book collections for school use. .                 | _____ |
| b. Assembling book collections for<br>organization use . . . . . | _____ |
| c. Story hours at the library . . . . .                          | _____ |
| d. Visits by librarian to schools . . . . .                      | _____ |
| e. Class visits to the library . . . . .                         | _____ |
| f. Summer reading program . . . . .                              | _____ |
| g. Puppet and dramatic activities . . . . .                      | _____ |
| h. Book talks by library staff . . . . .                         | _____ |
| i. Great Books program . . . . .                                 | _____ |
| j. Other discussion programs . . . . .                           | _____ |
| k. Film programs . . . . .                                       | _____ |
| l. Record listening programs . . . . .                           | _____ |
| m. Programs for adults regarding<br>children's reading . . . . . | _____ |
| n. Others (list)   | _____ |
| _____ . . . . .  | _____ |
| _____ . . . . .  | _____ |
| _____ . . . . .  | _____ |

4. Which of the following services does the library ordinarily perform for schools?  
(Please mark (X) in the appropriate columns)

	Public Schools			Private & Parochial Schools		
	Elementary	Jr. High School	High School	Elementary	Jr. High School	High School
<u>Special loans to teachers</u>						
<u>Bookmobile stops at schools</u>						
<u>Long-term school deposits</u>						
<u>Public library branch serves as school library</u>						
<u>Short-term classroom loans</u>						
<u>Supplementary sets of textbooks</u>						
<u>A reserve shelf for students</u>						
<u>Consultation of teachers' reading lists in drawing up purchase orders</u>						
<u>Others (specify)</u>						

5. a. Does the library currently provide materials or services to public institutions or facilities other than schools? (For example, hospitals, community centers, nursing homes) ☐ Yes ☐ No
- b. If YES, please specify institution or facility and type of service provided.

_____	_____
_____	_____
_____	_____
_____	_____
_____	_____

#### V. LIBRARY RESOURCES

1. How many newspapers (titles) are received regularly? \_\_\_\_\_
2. How many periodical titles does the library currently subscribe to? (Do not count gift publications) \_\_\_\_\_
3. How many periodical titles are retained in back files? \_\_\_\_\_
4. Approximately how many government documents (state and federal) were acquired in the last fiscal year? \_\_\_\_\_
5. a. Does the library maintain any special collections?  
☐ Yes ☐ No
- b. If YES, please specify \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_
6. What is the date of the library's materials selection policy statement as approved by the library's governing body? \_\_\_\_\_

#### VI. INTERLIBRARY COOPERATION

1. a. Has the library arranged reciprocal borrowing privileges for its patrons with other libraries in the area?  
☐ Yes ☐ No
- b. If YES, list the names of the libraries with which patrons have reciprocal borrowing privileges.

_____
_____
_____
_____



2. From which libraries do you most frequently secure inter-library loans? (List in order of frequency of use, with the most used library first)

Name of Library

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3. Which libraries request loans from your collection most frequently? (List in order of frequency of use, with the most requests first)

Name of Library

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4. Does your library utilize the reference services of any of the following institutions? (Mark (X) the institutions that are used)

Illinois State Library	
St. Louis Public Library	
SIU Edwardsville	
Other (specify)	

5. a. Is the library a member of any processing center(s)?  
\_\_\_\_ Yes      \_\_\_\_ No

- b. If YES, specify which one(s)

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6. a. Is the library a member of a film cooperative?  
\_\_\_\_ Yes      \_\_\_\_ No

- b. If YES, what cooperative? \_\_\_\_\_

7. a. Does the library utilize any of the services of the Southern Illinois Regional Library at Carbondale?     Yes     No
- b. If YES, please specify the particular service(s) received.

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8. Please use the space below to describe briefly any current plans for cooperative service between your library and other libraries in the area.

## VII. PERSONNEL

1. Please fill in the form below:

	No. of Indi- viduals on staff in each class	Total no. hours per week repre- sented by all these individuals
a. Professional Staff on Payroll		
1. Chief Librarian	<u>          </u>	<u>          </u>
2. Assistant Librarian	<u>          </u>	<u>          </u>
3. Branch Librarian (who are not considered to be in the other categories)	<u>          </u>	<u>          </u>
4. Acquisitions Librarian	<u>          </u>	<u>          </u>
5. Cataloging Librarian	<u>          </u>	<u>          </u>
6. Reference Librarian	<u>          </u>	<u>          </u>
7. Adult Reader Service Librarian	<u>          </u>	<u>          </u>
8. Young Adult Librarian	<u>          </u>	<u>          </u>
9. Children's Librarian	<u>          </u>	<u>          </u>
10. Audio-visual Librarian	<u>          </u>	<u>          </u>
11. Bookmobile Librarian	<u>          </u>	<u>          </u>
12. Others (please specify)	<u>          </u>	<u>          </u>
<u>                                  </u>	<u>          </u>	<u>          </u>
<u>                                  </u>	<u>          </u>	<u>          </u>
b. Non-professional Staff on Payroll		
1. Clerical	<u>          </u>	<u>          </u>
2. Custodial	<u>          </u>	<u>          </u>
c. Volunteers	<u>          </u>	<u>          </u>
Total	<u>          </u>	<u>          </u>

2. Does the library have a written statement of personnel policy?  
\_\_\_\_ Yes      \_\_\_\_ No

3. What are the minimum requirements at present for a person to join the library's professional staff?

\_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

4. a. Does the library have any budgeted vacancies for additional professional or clerical personnel?  
\_\_\_\_ Yes      \_\_\_\_ No

b. If YES, please indicate in what position or classification and how long the vacancy has existed?

Position or classification	How long has the vacancy existed?
_____	_____
_____	_____
_____	_____
_____	_____

5. Please mark (X) below those conferences that have been attended by members of the library staff in the past year.

\_\_\_\_ State Library Workshops

\_\_\_\_ Illinois Library Association Annual Conference

\_\_\_\_ ALA Annual Conference

\_\_\_\_ Other (specify) \_\_\_\_\_

6. How many persons on the library staff hold the fifth-year degree in library science? \_\_\_\_\_

#### VIII. PHYSICAL FACILITIES AND EQUIPMENT

1. What is the library's seating capacity (number of chairs for the public, excluding meeting rooms)?

a) Children's reading room \_\_\_\_\_

b) Young adult reading room \_\_\_\_\_

c) Adult reading room(s) \_\_\_\_\_

d) Audio visual services \_\_\_\_\_

Total \_\_\_\_\_

2. What is the seating capacity of the meeting rooms?

3. For each item of equipment below, give the number owned by the library:

_____ film projector	_____ tape recorder
_____ opaque projector	_____ phonograph
_____ slide projector	_____ mimeograph
_____ filmstrip projector	_____ offset press
_____ photocopy machine	
_____ microcard reader	
_____ microfilm reader	
_____	

The remainder of this questionnaire is designed for those libraries which operate branches, stations or bookmobiles. If your library maintains such facilities, please supply the information requested below from the last fiscal year's statistics:

Branches

Name and Address	Volumes held in branch	Circulation		
		Adult	Juvenile	Total

Stations

Address of Station	Circulation		
	Adult	Juvenile	Total

Bookmobiles

Bookmobile	Total No. of stops of circuit	Frequency Inter- vals each stop revisited	Circulation		
			Adult	Juvenile	Total
No. 1					
No. 2					
No. 3					

APPENDIX II  
INTERVIEW AND OBSERVATION SCHEDULES



Library\_\_\_\_\_

Observer\_\_\_\_\_

LIBRARY RESEARCH CENTER, UNIVERSITY OF ILLINOIS  
METROPOLITAN AREA PUBLIC LIBRARY SERVICES AND RESOURCES STUDY

OBSERVATION GUIDE

I. Building

A. Outside

Yes

No

- |       |       |   |
|-------|-------|---|
| _____ | _____ | 1. Near shopping area?  |
| _____ | _____ | 2. At or near a main intersection?                            |
| _____ | _____ | 3. Off-street parking available?                              |
| _____ | _____ | 4. Prominently identified outside?                            |
| _____ | _____ | 5. Hours posted outside? Readable from street? Yes____ No____ |
| _____ | _____ | 6. Steps up or down to service area entrance?                 |
| _____ | _____ | 7. Well kept and attractive building?                         |
|       |       | a. Appears to be old building _____.                          |
|       |       | b. Appears to be fairly new building, modern style _____      |
| _____ | _____ | 8. Materials can be returned when library is closed?          |
|       |       | Is this obvious from outside? Yes____ No____                  |
| _____ | _____ | 9. Building is shared with another use?                       |
|       |       | a. If so, what? _____   |
|       |       | b. Does library have separate entrance? Yes____ No____        |

B. Inside

Yes

No

- |       |       |   |
|-------|-------|---|
| _____ | _____ | 10. Attractive, neat, and inviting in appearance?                           |
| _____ | _____ | 11. Well lighted?   |
| _____ | _____ | 12. Public drinking fountain provided?                                      |
| _____ | _____ | 13. Public rest room facilities?  |
| _____ | _____ | 14. Bulletin boards? Do they seem to be effectively<br>used? Yes____ No____ |
| _____ | _____ | 15. Areas for different age groups separate or<br>distinguishable?          |
| _____ | _____ | 16. Staff and work areas screened from public view?                         |
| _____ | _____ | 17. Multi-purpose room or auditorium?                                       |

II. Other Things to be Observed

- |       |       |  |
|-------|-------|--|
| _____ | _____ | 18. Card catalog well located and clearly marked?                        |
|       |       | a. Provided with instructions for use? Yes____ No____                    |
|       |       | b. Contains sufficient guide cards? Yes____ No____                       |
| _____ | _____ | 19. Materials seem logically arranged and easily located?                |
|       |       | Reference collection obvious? Yes____ No____                             |
| _____ | _____ | 20. Stacks open?   |
| _____ | _____ | 21. Books on shelves seem in good repair?                                |
| _____ | _____ | 22. Call numbers and marking on materials on shelves<br>easily readable? |
| _____ | _____ | 23. Free materials, e.g., vocational pamphlets, available?               |
|       |       | 24. Copy library hours:  |

Library \_\_\_\_\_

Observer \_\_\_\_\_

### Reference Collection Checklist

- | Yes | No  |   |
|-----|-----|---|
| ___ | ___ | 1. One set of a general adult encyclopedia (Britannica, Americana, or Collier's), 1961 or later.<br><u>If not:</u> a. Is there an older set of one of these? ___<br>b. Is there a one-volume encyclopedia (Lincoln Library or Columbia), 1961 or newer? ___ |
| ___ | ___ | 2. One set of a children's encyclopedia (Compton's, World Book, Britannica, Jr.), 1961 or later.  |
| ___ | ___ | 3. Either Information Please <u>or</u> World Almanac, 1965 edition.<br><u>If not:</u> What is latest edition held? ___  |
| ___ | ___ | 4. Who's Who in America. Latest edition held ___  |
| ___ | ___ | 5. New Century Cyclopedia of Names <u>or</u> Webster's Biographical Dictionary.   |
| ___ | ___ | 6. Current Biography (current subscription)   |
| ___ | ___ | 7. One unabridged English dictionary (Webster's 2 <sup>nd</sup> , Webster's 3 <sup>rd</sup> , or Funk & Wagnall's).<br><u>If not:</u> Is there a good abridged dictionary (American College, Webster's New Collegiate, Webster's New World)? ___            |
| ___ | ___ | 8. One large world atlas less than 5 years old.   |
| ___ | ___ | 9. Current St. Louis telephone directory.   |
| ___ | ___ | 10. Reader's Guide <u>or</u> Reader's Guide Abridged  |
| ___ | ___ | 11. Bartlett's Familiar Quotations <u>or</u> Stevenson's Home Book of Quotations.   |
| ___ | ___ | 12. Standard Catalog for Public Libraries.<br>Date of latest supplement ____.   |
| ___ | ___ | 13. Fiction Catalog<br>Date of latest supplement ____.  |
| ___ | ___ | 14. Children's Catalog<br>Date of latest supplement ____.   |
| ___ | ___ | 15. Books in Print. Date of latest edition ____.  |
| ___ | ___ | 16. Subject Guide to Books in Print. Date of latest edition ____.   |
| ___ | ___ | 17. Illinois Bluebook. Date of latest edition ____.   |
| ___ | ___ | 18. One directory of colleges and universities (American Universities and Colleges, Lovejoy). Date of latest edition ____.  |

## MATERIALS FOR AND ABOUT NEGROES

DeAngeli, Marguerite. Bright April. Doubleday, 1946.  
Graham, Lorenz. South Town. Follett, 1958.  
Hayes, Florence. Skid. Houghton Mifflin, 1948.  
Hunt, Mabel. Ladycake Farm. Lippincott, 1952.  
Jackson, Jesse. Call Me Charley. Harper, 1945.  
Justus, May. New Boy in School. Hastings House, 1962.  
Keats, Ezra Jack. The Snowy Day. Viking, 1962.  
Lewis, Richard. A Summer Adventure. Harper, 1962.  
Means, Florence. Reach for a Star. Houghton, 1957.  
Randall, Blossom. Fun for Chris. Whitman, 1956.  
Selsam, Millicent. Tony's Birds. Harper, 1961.  
Shotwell, Louise. Roosevelt Grady. World, 1964.  
Showers, Paul. Look at Your Eyes. Crowell, 1962.  
Sterling, Dorothy. Mary Jane. Doubleday, 1959.  
Tarry, Ellen. My Dog Rinty. Viking, 1946.  
Williamson, Stan. No-Bark Dog. Follett, 1962.  
Tunis, John. All-American. Harcourt, 1942.

Bontemps, Arna. Story of the Negro. Knopf, 1955, 1958.  
Bontemps, Arna. Other titles.  
Hughes, Langston. The First Book of Jazz. Watt, 1955.  
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Means, Florence. Carver's George. Houghton, 1952.  
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Swift, Hildegard. The Railroad to Freedom; a Story of the Civil War. Harcourt, 1932.  
Yates, Elizabeth. Amos Fortune, Free Man. Dutton, 1950.

\_\_\_\_\_ Ebony  
 \_\_\_\_\_ Journal of Negro History  
 \_\_\_\_\_ Negro History Bulletin  
 \_\_\_\_\_ Negro Digest

### History and Biography

- Abrahams, Peter. Tell Freedom; Memories of Africa. Knopf, 1954.
- Anderson, Marion. My Lord What a Morning. Viking, 1956.
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- Furnas, J. C. Goodbye to Uncle Tom. Sloan, 1952.
- Gregory, Dick. Nigger; an Autobiography. Dutton, 1964.
- Holt, Rackham, pseud. George Washington Carver; An American Biography. Doubleday, 1943.
- Hughes, Langston and Milton Meltzer. A Pictorial History of the Negro in America. Crown, 1963. [1st ed., 1956]
- Quarles, Benjamin. The Negro in the Making of America. Collier, 1964.
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- Washington, Booker T. Up from Slavery; an Autobiography. Doubleday, 1901, 1963.
- Franklin, John Hope. From Slavery to Freedom; A History of American Negroes. Knopf, 1947.

### The Current Crisis

- Baldwin, James. The Fire Next Time. Dial Press, 1963.
- Griffin, John Howard. Black Like Me. Houghton, 1961.
- King, Martin Luther. Stride toward Freedom; the Montgomery Story. Harper, 1958.
- King, Martin Luther. Why We Can't Wait. Harper, 1964.
- Lomax, Louis E. The Negro Revolt. Harper, 1962.
- Montagu, Ashley. Man's Most Dangerous Myth: The Fallacy of Race. 4th ed. rev. and enl. World Pub., 1964.
- Myrdal, Gunnar. An American Dilemma; The Negro Problem and Modern Democracy. Harper, 1944 or 1962.
- Silberman, Charles E. Crisis in Black and White. Random, 1964.
- Warren, Robert Penn. Segregation; The Inner Conflict in the South, 1956.
- Young, Whitney M. To Be Equal. McGraw, 1964.

Library Research Center, University of Illinois  
Metropolitan Area Public Library Services and Resources Study

Interview Guide

[Explain briefly what the Metropolitan St. Louis study is about if you have not already done so]

I. Identification

1. Library \_\_\_\_\_ Interviewer \_\_\_\_\_
2. Name of person interviewed \_\_\_\_\_
3. Title or connection with library \_\_\_\_\_

II. The Community

4. How would you characterize this particular community in a few words? For instance, is it primarily suburban residential, industrial, rural-oriented, or a mixture of types?
5. In what ways is it reasonable to think of \_\_\_\_\_ as part of the greater St. Louis area? For instance, to what extent is the life of the community tied in with St. Louis?
6. Most of the towns in the area have been growing in population and changing in many other ways. What would you say have been some of the important changes in this community in the last few years?

III. Library Government

7. What year was the public library established? \_\_\_\_\_
8. Do you think the city officials have regarded the library as an important responsibility of city government and do they take an interest in it?
9. Would you tell me a little about your library board and the types of problems you have been considering recently? Have there been any particular issues of conflict?



#### IV. Library Service

10. As you see it, what is the major role that the public library should take in its community? In other words, what should the library try to be. For instance:
  1. An institution providing materials for leisure time use and recreational reading.
  2. An educational institution providing a high quality collection of basic and current books.
  3. A community reference and information center.
  4. An active force in adult education and the leadership of public opinion.
11. Would you consider this town to be highly organized with lots of active clubs, organizations and pressure groups?
12. What are some of the most important groups, in terms of size and importance?
13. Does your library maintain a file of information regarding community groups, such as officers, programs, and potential library needs?
14. There is a lot of interest currently in the so-called War on Poverty. Do you know of any programs operating in your community as part of this effort? Has the library been involved in any of these programs?
15. Does the library regularly use the local newspapers as a means of bringing its services and materials to the attention of the public?

#### V. The Collection

16. In this library, who has responsibility for selecting books and materials for purchase? Head librarian \_\_\_\_\_. Designated staff members \_\_\_\_\_. Library board \_\_\_\_\_. Other \_\_\_\_\_.
17. What are the two or three most used book selection aids?

Kirkus _____	New York Times _____
L.J. _____	Saturday Review _____
Booklist _____	St. Louis papers _____
Others _____	

18. There seem to be more and more books published today which critics and librarians say are worthwhile books and yet which some people find objectionable for public library collections. In general, what action is taken by those responsible for book selection here in regard to these controversial materials?
19. If the library does buy or own books that turn out to be controversial or touchy, how are they handled?
- ☐ Leave the book in the collection and on the shelves
  - ☐ Withdraw the book from the collection
  - ☐ Put the book on a reserve or behind-the-desk shelf
  - ☐ Put the book in the librarian's office
  - ☐ Other

#### VI. Interlibrary Cooperation

20. What other special, academic, or school libraries are in this community?
21. Do the local schools have strong library programs?
22. Is there any cooperation between the teachers and school librarian and your own staff? If yes, do you feel there is enough?
23. Do you sometimes suggest that your patrons might get further information or service at another library?  
If yes, which library? \_\_\_\_\_  
Do you think they get good service there?
24. Do persons from other communities make much use of your library? If so, from where?
25. What do you consider to be the one or two main factors limiting the betterment of the service your library is able to offer the community?  
For instance: staff shortage, lack of public interest, poor economic support, inadequate collection?
26. What steps, in your opinion, might best be taken to improve the situation?

27. Do you think your library board is in general agreement with this view?
28. How do you and your library board feel about state and federal aid to public libraries?
29. Are you familiar with the Illinois Plan for Public Library Development and the bill recently passed by the Legislature which provides for state aid to library systems?
30. Do you know if members of your board are familiar with these matters and have discussed them?
31. Has there been any community interest in the plan or the bill?
32. Is feeling toward the plan generally favorable?
33. In your opinion what are some of the ways that the public libraries of Madison and St. Clair Counties would be most likely to cooperate?
34. Do you think the libraries in Madison and St. Clair counties should have some formal cooperative arrangements with libraries on the Missouri side of the river, especially the St. Louis Public Library?

APPENDIX III  
SCHOOL LIBRARY QUESTIONNAIRE

February 11, 1965

We are studying the total library needs and resources of Madison and St. Clair Counties as part of a large-scale survey of libraries in the St. Louis Metropolitan area currently in progress for the state library agencies of Missouri and Illinois.

The County Superintendent of Schools suggested that we contact district superintendents and school library supervisors directly for certain necessary information on school libraries in these two counties.

The enclosed, brief questionnaire has been set up for your convenience and we will appreciate your help in providing this information. If, in addition, you have available any materials such as library handbooks or program statements which you can send, they would be of value to the study.

We look forward to hearing from you.

Sincerely,

(Mrs.) Anita R. Schiller  
Research Associate

ARS/lmc  
encl.



Please complete the form below and return as soon as possible. Report data for your school district for the year July 1, 1963-June 30, 1964.

A centralized school library is one administered as a unit, usually in one place in the school, and making books and other library materials available to pupils and teachers of the school.

A school librarian is a person employed by the school board who has satisfied minimum state requirements for these library positions.

A volume is any printed work, bound or unbound, which has been recorded or cataloged and made available for use.

[illegible]

APPENDIX IV  
SPECIAL LIBRARIES AND COLLECTIONS

SPECIAL LIBRARIES AND COLLECTIONS IN  
MADISON AND ST. CLAIR COUNTIES

Madison County

Alton:

Alton Evening Telegraph, Editorial Department Library.

Alton State Hospital Library.

Hayner Public Library. Special Collections: Lincoln Collection; Histories of Alton, Madison County, and State of Illinois.

St. Joseph Hospital, School of Nursing Library (1,454 vols.), Doctors' Library (450 vols.).

Southern Illinois University, Alton Center Library, Edwardsville Campus (for total no. vols., SEE Edwardsville).

East Alton:

Olin Mathieson Chemical Corporation, East Alton Research Library (12,000 vols.).

Edwardsville:

Edwardsville Courthouse Library.

Southern Illinois University, Edwardsville Campus, Elijah P. Lovejoy Memorial Library (160,000 vols.-- including Alton and East St. Louis Libraries).  
Subject Fields: Supports curriculum in liberal arts and sciences, business, education, nursing.  
Special collections: Maps (U. S. Geological)-- 45,000; Government depository.

Godfrey:

Monticello College, Reid Memorial Library (25,885 vols.).

Granite City:

Public Library. Special collections: Illinois Historical Society; Illinois and Madison County History.

Union Starch and Refining Company, Research Department Library (1,300 vols.). Special subjects: Chemistry and technology of corn products, carbohydrates, proteins, food, starch, syrups, sugars, oil and animal feed.

Highland:

Public Library. Special collection: Works of published Highlanders.

Wood River:

Shell Oil Company, Research Laboratory Library (2,500 vols.)  
Special subject: Petroleum Refining.

St. Clair County

Belleville:

Belleville Courthouse Library.

Belleville Junior College Library (20,000 vols.).

Public Library. Special collection: Library's original German collection acquired early 1800's.

St. Henry's Preparatory Seminary Library (8,000 vols.).

Cahokia:

Public Library. Special collection: Local History.

Caseyville:

Public Library. Special collections: History and maps of St. Clair County.

East St. Louis:

Parks College of Aeronautical Technology Library of St. Louis University (11,244 vols.). Special subjects: Aerodynamics, Aeronautics, Classical and Orbit Mechanics, Meteorology, Space Physics.

Southern Illinois University, East St. Louis Center Library, Edwardsville Campus (for total no. of vols., SEE Edwardsville).

Lebanon:

McKendree College, Benson Wood Library (23,000 vols.)  
Special collection: Early Methodist Literature.

Scott Air Force Base:

Base Library (26,791 vols.).

Sources--American Library Directory, 24th ed., 1964.

Special Libraries Association. Greater St. Louis  
Chapter. Directory of Libraries in the Greater  
St. Louis Area, April 1964.

Mail Questionnaires.